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WORK STOPPAGES

New record

Revised figures published July 21 by Labour Canada show that direct time loss from work stoppages due to strikes and lockouts amounted to 11,609,890 man-days in 1976, the highest annual figure ever recorded. Included were 830,000 man-days lost by the October 14 national day of protest against the anti-inflation program. The total man-days lost represented 0.55 per cent of total working time. The number of work stoppages during the year was down from the previous two years, however.

Canada Manpower's neutrality in question

The venerable Hotel Vancouver, the city's oldest major hostelry, reopened on Monday, July 18, after a five-week-long strike. It was the first in 28 years and at one stage it threatened to become violent when the strikers and supporters from other unions objected to Canada Manpower offices supplying workers to replace those on the picket lines.

Because of the threat of violence and because of "incidents" between strikers and guests still trying to use the hotel, it was closed June 24. Eventually the dispute was settled quietly by industrial inquiry commissioner, Vancouver lawyer Bryan Williams.

The 475 workers, members of the Canadian Brotherhood of Railway, Transport and General Workers, will receive slightly more than 6 per cent a year in salary increases in a two-year agreement.* The hotel had offered no pay increase before the strike started, pleading that its labour costs were already out of line compared with other hotels. Payroll accounts for between 30 and 40 per cent of revenues on the average in the hotel industry. At the Hotel Vancouver they amount to 60 per cent.

It's likely the staff will be pruned in an effort to improve productivity. The level of personal service is very high, which is thought to be one of the reasons why this older hotel has been able to compete for business with newer, flashier and probably more efficient hotels. But with hotel rates in Vancouver already among the highest in North America, the "lots of staff" style may have to be replaced with less luxurious service.

There's no indication yet what the CBRT reaction would be to staff cuts. But the Hotel Vancouver has a high proportion of long service employees and the likelihood is that attrition will reduce the staff naturally without much need of cuts.

This difficult dispute has left its mark on labour relations not only in B.C. but in Canada. It raised a

* The pay raise percentages apply to current scales of \$4.51 an hour for waiters, \$4.81 for chambermaids and \$5.20 for cooks.

serious question about the role of Canada Manpower in collective bargaining.

Under the Unemployment Insurance Act, Manpower is required to carry out its job-finding work without discrimination. Gordon Hubley, acting director-general for Manpower's B.C. region, went further by saying the department under "precise instructions" on how to conduct itself in industrial disputes.

"The department must maintain a position of neutrality," he said. "We are obliged to accept job orders from the employer and tell our unemployed clients about job opportunities, while at the same time letting them know when an industrial dispute is in progress."

The question is whether, in supplying labour to a strike-bound employer, Manpower is actually being neutral. Under the B.C. Labour Code, it could be considered an ally and therefore subject to legal picketing, even though it would have no interest in the outcome of the dispute. The CBRT strikers threatened to picket the Manpower offices but never did so.

Federal law is confusing on the issue. The whole purpose of the Canada Labour Code is to regulate collective bargaining in a way that breeds trust and understanding between labour and management. Federal labour ministers down to the present incumbent, John Munro, have said that the best way to improve the industrial relationship is to develop more mutual trust between the main participants.

B.C. unions, in the wake of the Hotel Vancouver dispute, argue that Manpower has been acting contrary to the objectives of the Labour Code and the federal labour department.

The situation is further confused by the fact that destitute strikers often get welfare benefits under the Canada Assistance Act. The legislation doesn't exclude strikers. Yet welfare aid can tend to prolong a strike against the interests of the employer and it therefore breaches the neutrality rule.

The issue never came to a head in the hotel dispute because Manpower bowed out when the hotel was closed. But it's expected to arise again and again as employers try to keep operating behind picket lines with the help of labour provided by Manpower. When it does, the B.C. Federation of Labour says it's ready to fight it by whatever means it considers 'appropriate.'

— **John Clarke**
Vancouver

UNIONS

Growth slows

Union growth slowed down during 1976, the first full year of the Anti-inflation program. Labour Canada counted 3,149,213 union members in the country at the start of 1977, an increase of 3.5 per cent from 3,042,272 at the beginning of 1976. The increase between 1975 and 1976 had been 5.5 per cent.

Union members in 1977 represented 31.0 per cent of the total labour force and 38.2 per cent of non-agricultural paid workers. Both percentages are marginally higher than the 1976 figures of 30.6 per cent and 37.3 per cent respectively.

In 1977, there were 2,163,539 members in unions affiliated with or directly chartered by the Cana-

dian Labour Congress, representing 68.7 per cent of total union membership. The Confederation of National Trade Unions had 172,714 members in affiliated federations, or 5.5 per cent of total membership. Another 2.1 per cent of union membership was affiliated with other central labour bodies. The remaining 23.7 per cent of union members were represented by unaffiliated national and international unions and independent local labour organizations.

Unions with headquarters in the United States accounted for 49 per cent of total Canadian membership in 1977, compared with 49.6 in 1976 and 51.4 per cent in 1975. A membership of 50,000 or more was reported by 18 unions at the beginning of 1977, and they accounted for 52.1 per cent of total membership.

The unions with the largest membership, in order — Canadian Union of Public Employees, 228,687; United Steelworkers of America, 193,340; Public Service Alliance of Canada, 159,499; United Automobile Workers, 130,000; National Union of Provincial Government Employees, 101,131; United Brotherhood of Carpenters and Joiners of America, 89,010; International Brotherhood of Teamsters, 86,603; Quebec Teachers' Corporation, 85,000; International Brotherhood of Electrical Workers, 63,914; Ontario Public Service Employees Union, 63,340; Labourers' International Union of North America, 61,169; Social Affairs Federation, 57,500; International Woodworkers of America, 56,741; Canadian Paperworkers Union, 56,000; Service Employees International Union of Canada, 55,000; International Association of Machinists and Aerospace Workers, 54,819; Canadian Food and Allied Workers, 50,000; Retail Clerks' International Association, 50,000.

HEALTH AND SAFETY

Finn report tabled

The report of the Finn Commission of Inquiry into health and safety in grain elevators was tabled in the Commons June 2. It makes several recommendations, including a call for more research into the effects of smoking and of exposure to grain dust. Other proposals: pre-employment medical examinations, regular medical examinations after employment, improved fire-fighting facilities, better noise control and improved dust control systems.

Labour Canada had appointed Dr. Liam Finn to conduct the one-man inquiry commission in 1975 after an explosion and fire in the workhouse and elevators of Burrard Terminals, Limited, Vancouver. In May, 1977, a five-year study of health hazards was initiated at the elevators at Thunder Bay, Ontario.

PENSIONS

Quebec Act amended

Quebec residents who continue working after age 65 may still receive a full pension under an amendment to the provincial pension Act passed July 18 by the National Assembly. Judge Gill Fortier, president of the Quebec Pension Board, told a July 26 news conference that 10,000 of the 280,000 people receiving pensions under the Quebec plan are affected by the change. Previously an "earnings test" was applied whereby a pension was reduced if a beneficiary earned more than an exempted maximum.

The amendment also permits people in the 65 to 70 age group to continue to contribute to the pension plan as long as they do not apply for a retirement pension.

POVERTY

Guaranteed income recommended

The National Council of Welfare says the most urgently needed step to help the working poor is an income supplementation program that will guarantee each of them "at least a poverty-level income." The council, a citizens' advisory body to the minister of national health and welfare, takes this stand in a 38-page report released June 13 under the title, *Jobs and Poverty*.

"Including the 513,400 wage earners who are family heads, the total number of Canadians in working poor families is close to 1½ million," the report says. It finds the working poor are part of a "marginal" labour market of small employers with rules and structures different from those of the normal labour market in which better-off workers are hired. In the marginal market, wages are low, layoffs are frequent and opportunities for promotion almost non-existent.

Nor are these workers adequately protected by minimum-wage laws: "As vital as such legislation is to prevent the exploitation of low-income workers, it can never solve the income problems of all working families, particularly since they have, on the average, more children than non-poor families and are more likely to experience part-time or part-year unemployment." Any measurement of poverty must take family size into account, the council observes.

The council also recommends that the Canada and Quebec pension plans be improved to guarantee a secure retirement to all workers, that labour standards legislation be strengthened and enforced more strictly, and that direct job-creating programs be redesigned. Such programs have a "significant potential," according to the report, but their greatest present shortcoming is "the relegation of these jobs to a temporary, second-class status because of the insistence that they pay minimal wages and not compete with the private sector."

The report also calls on governments, unions and employers to explore ways of reorganizing jobs in the marginal labour market. And it notes that federal and provincial governments have been discussing income supplements to the working poor for four years. "It is time for talk to cease and action to begin," the council pleads.

EMPLOYMENT

Increases likely in brain drain

Job openings for executives, accountants, engineers and other professionals increased by 8 per cent during the 12 months ended June 30, 1977, but declined by 2 per cent during the final three months of that period, the Technical Service Council reports. The non-profit national personnel consulting and placement service, run by industry, makes quarterly surveys of 1,500 companies.

"Many industries have idle capacity so that little change in the number of job vacancies is expected for the balance of the year," the Council reported. It also said the "uncertain" economy has made both employers and job

hunters cautious: "Employers attempt to minimize risks by insisting upon experience directly related to their industry. Candidates are equally selective, and many job offers are being turned down."

The Council also predicts that many Canadians are likely to emigrate to the United States as a result of an amendment to the U.S. Immigration and Nationality Act that has reduced the waiting time for a U.S. visa to about six months. As late as December 1974, the Council says, "Canadians who had been approved by the U.S. Department of Labor had to wait up to two and a half years to emigrate. This delay discouraged American employers from sponsoring Canadians for specific jobs." A major purpose in founding the Council in 1927 was to combat the "brain drain" to the U.S. of Canadian scientists and executives.

Women's participation increases

The increased participation of women in the Canadian labour force is reflected in the 25 tables in a new publication prepared by Labour Canada's Rights in Employment branch.

Some examples: The female labour force in 1975 constituted 44.2 per cent of the female population age 15 years or more, up from 31.3 per cent in 1965; 41.6 per cent of married women in the population were in the labour force, an increase from 25.2 per cent a decade earlier; and in the 25-to-54-year age group, 82 per cent of all single women and 46.2 per cent of all married women were in the labour force.

In 1975, 20.3 per cent of all employed women worked part-time compared with only 5.1 per cent of employed men. Participation rates

for women in the labour force changed from 49.2 in Alberta to 31.3 in Newfoundland, up from 40.3 per cent and 24.3 per cent respectively in 1970.

The 65-page report is entitled *Women in the Labour Force Facts and Figures, 1976 Edition Part 1 Labour Force Survey*.

Tips for job seekers

The current state of Canada's labour market has meant layoffs for hundreds of engineers, scientists and managers, many of whom have had little experience at job hunting. They are offered some sound advice by N.A. Macdougall, general manager and director of the Technical Services Council. Macdougall says it is important to work hard at job hunting, and to make a lot of contacts in a short time. He also observes that some employers take a long time to make up their minds — sometimes up to six months — and that 50 per cent of them don't reply to applications.

Macdougall also has these specific tips for people looking for professional employment:

• "Prepare a good resumé, usually no more than two pages long. It may save filling out many application forms. Omit your salary requirements and job objectives. They might restrict your search. But don't leave out months of employment and other vital information.

• "Organize your finances for a long hunt. One senior engineer, in the second month of layoff, didn't have cash to pay the rent on his \$375 per month apartment. 'No managerial ability,' concluded a prospective employer.

• "Register with one or two major

placement services. Look for ones that will represent you well. Listing with too many may cheapen your services. If unemployed, don't rely exclusively on them. Watch advertisements and also apply to selected employers.

• "Don't forget the hidden job market. Even in slack times, people resign, die, retire, and get transferred every day. Use directories like the Canadian Trade Index to write to employers on speculation, then phone for an interview a week later. Over 20 per cent of jobs obtained by recent university graduates came from this method.

• "Set realistic job objectives and salary requirements. A 50-per-cent raise happens only in novels. A 10-per-cent increase in changing jobs is much more common. Specialized, government or armed forces experience may bring lower offers.

• "Read between the lines of employment advertisements. Junior and intermediate jobs outnumber all other kinds. About 75 per cent of advertised jobs offer under \$21,000. When no salary is quoted, watch for signs that the job is senior enough for you.

• "Prepare yourself for interviews. Know the sort of questions that employers ask. If you get nervous in interviews, have a friend take the part of an employer and practice.

• "Don't be too firm about location. The best jobs are not necessarily confined to metropolitan centres, or to the places where you live. If you won't move, realize that it will slow your search. A \$20,000 engineer and a junior economist were each out of work for two years because they refused to consider jobs outside Toronto.

• "Know what employers expect. Most companies are willing to train engineers with zero to three

years' experience. The more senior the job, the more firms insist upon experience applicable to their operations. Many feel that a \$17,000 person should produce almost immediately. Imagine what an employer wants before you apply; then emphasize experience that you have that is applicable. If you are senior, and don't have much applicable experience, you may be wasting your time in applying. Universities and governments are usually less particular.

• "Don't depend too much upon others. If a friend says there are no jobs in his company, don't take that as a final answer. Many positions are created when the right person comes along.

• "Plan your time. Make at least five job contacts per working day. Work particularly hard at first so that most contacts will materialize around the same time. Then you can compare them. Nothing is more frustrating than to be offered a \$20,000 job after you have just started a \$17,000 one.

• "If you are very senior or have hard-to-sell experience, consider going into business for yourself."

• "Don't slacken your job hunt if the firm in which you are keenly interested expresses interest in you. One candidate went to seven out-of-town interviews at his own expense over a six-month period. Finally, the company told him it didn't need anyone after all. About 25 per cent of professional job openings are cancelled without being filled from any outside source.

• "Enlist your friends and contacts at professional and trade associations. People who have known you for years often don't know much about your experience. Give them a resumé which they can pass on to a prospective employer."

INDUSTRIAL DEMOCRACY

Education for participation

A Swedish trade unionist says legislation providing seats on company boards for employee representatives will not, by itself, ensure industrial democracy. If the legislation is to have any practical effects at the shop-floor level, unions must become "schools of employee participation in decision-making and industrial democracy," according to Birger Viklund, a secretary to the Swedish Metal Workers Union (Metall) and a former labour attaché to the United States.

"This process is already under way," he writes in *Current Sweden*, monthly publication of the Swedish Institute. "Never before have shop stewards been given such concentrated schooling to prepare them for board-room negotiations on work organization, personnel policy, investments, marketing and other matters previously regarded as management rights and, accordingly, as the private concern of the employer."

To Viklund, this is essential if the legislation is to result in the individual worker having more say regarding his working conditions: "The opinion within the Swedish trade union movement is that the willingness and ability of union members to assume responsibility and exercise their democratic rights are directly related to the state of their knowledge."

He describes the Swedish version of participation in decision-making as a movement from the bottom upwards, "emanating from the individual worker and union member, rather than a question of sitting in the board room and

deciding things together with the shareholders." Therefore, he maintains, the new employee participation in decision-making and the new forms of industrial democracy have to form an integral part of the total union educational system.

"There must not be any education gaps between the man on the shop floor and his union representatives, whether the latter be worker representatives on the company board, shop stewards negotiating piece rates, members of the economic committees, co-planners of the new works or co-inspectors of the new chemical compound which the company wishes to introduce into its production process," he writes.

Above all, he warns, employee participation must not result in a small clique of union members monopolizing information and knowledge — "so that the safety steward becomes a monitoring specialist and the shop steward becomes a study expert among many other experts." Trade union education "must constantly steer clear of the danger of educational gaps developing between union officers and their union members."

Viklund estimates that within Sweden's central labour body, LO, which has 1.9 million members, about 50,000 members need to be trained every year for union appointments of one kind or another. Since only 10 per cent can be admitted to existing central residential courses, additional residential courses at the local level are recommended by Viklund. He also says 15,000 members will have to be trained as tutors or study circle leaders if every union member is to be given a basic trade union education, an objective adopted by LO's 1976 congress.

He describes plans to extend LO's

educational programs, and LO's hopes for their financing:

"The ultimate responsibility for union studies will remain vested in the trade unions, but the LO schools are to be responsible for development work on new types of courses, for the arrangement of courses requested by the smaller unions and for further training in the form of six-week and three-month general courses. Worker members of corporate boards and economic committee members are also to be trained centrally at the LO schools. LO already has five union schools, but the coming expansion will require the establishment of new ones.

Who is to pay for all this? LO and other union schools already receive a certain amount of government assistance, but all loss of earnings compensation, except in connection with the training of safety stewards, worker members or corporate boards and economic committee members, is financed by the unions. The ILO congress has said that in the future, trade union studies should be financed out of production by means of an extra employer's contribution charge."

Viklund's own union, Metall — Sweden's largest, with a combined membership of one-half million — had already decentralized its educational activities into 22 regions before the 1975 LO congress: "The old system, which catered for a good 10 per cent of the union's members suffered from an excessively fragile link with local preparatory training and other educational activities, the reason being that the study-circle activities focussed excessively on current issues for new study material every year. Everybody joined the 'issues' course, to the detriment of basic general union studies and the general educa-

onal needs of the local organization. Many union members joining the residential courses lacked the necessary previous knowledge and study routines. "So far basic education designed for all union members has only been conducted on an experimental basis within a few companies within the metal industry, where it has totalled even paid working hours. Further experiments are to be started in more companies, and the number of hours will be raised to 16."

Metall has prepared a complete package of study-circle material for its new round of basic union education. And it hopes to make 10 hours of unified basic union education available to its members in every educational region. It has also decentralized its former one-week residential courses down to the level of the regions and it has combined its study circles with the local or regional residential courses. The union has also involved 9,000 active members in three-day information conferences on the new Law on Employee Decision-Making, and charged them with returning to their workplaces and passing their knowledge on to their fellow workers.

AGE

"Sociogenic" aging

A U.S. psychiatrist says the aged suffer less from physiological aging than from "sociogenic" aging — "the role that our folklore, prejudices and misconceptions about age impose on 'the old'."

"As they are well known to be unemployable, we won't let them work," Alexander Comfort, a fellow of the Institute for Higher Studies, Santa Barbara, Calif., writes in *Social Policy*. But useful paid work

is the best "preservative" of all for aging people, and is also a way to ensure that they have enough to live on, he argues.

What society calls "retirement" is really "compulsory unemployment," he adds, but in two worlds old people went back to work "with excellent results to their health and to the national economy."

Comfort also contends that senior-employment programs have demonstrated that new jobs "are capable of creation for seniors without depleting the supply of jobs" for younger workers.

QUALITY OF WORK LIFE

Group production methods successful

A study published by the International Institute for Labour Studies finds that introducing group production methods in industry not only contributes to the humanization of work but also produces major economic advantages. It also facilitates the application of other methods of humanizing work, particularly shop-floor participation and job design.

John L. Burbidge of the International Institute of Labour Studies found 477 enterprises in 32 countries that were using group production methods instead of "mass" assembly lines. His 18-page report, based on visits to 54 of them, is published under the title *Group production methods and humanization of work: the evidence in industrialized countries*.

Burbidge notes that the new group

Old people are much more capable of working than most Americans recognize: "In the absence of ill health, such as untreated high blood pressure, aging has no adverse effect on intelligence or learning power.... Working capacity, unless it is impaired by ill health, is retained and performance in work is high."

Comfort proposes one meaningful job every "retired-unemployed" American can take up immediately — political and social action to bring about the needed reforms, including attitude changes, that would return old people to the mainstream of society.

production methods come from two different sources: "Some of these groups were formed by production engineers for purely economic reasons but also gained an increase in job satisfaction because the workers preferred the new arrangement to the old traditional forms of organization. Other groups were formed by behavioural scientists, with the main aim of humanizing the work. Most of these cases also achieved economic gains."

He concludes: "It does seem possible that in group production a new form of organization has been found which will help to solve both economic and social problems."

Use of QWL assessments spreads in U.S.

Assessments of the quality of working life are widely used in the United States and have led to an enhancement of the work life experience of many employees, according to Prof. Stanley E. Seashore of the University of Michigan's Institute of Social Research.

Until now, such assessments have been mainly at the level of the local enterprise "and within the context of local values and purposes," he writes in a 10-page monograph, *Assessing the quality-of-working-life: the U.S. experience*, published by the International Institute for Labour Studies. However, growing public interest in the concept will, he predicts, produce some standardization of measurement methods and some means of accumulating quality-of-working-life indicators for different sectors and regions and even for the entire country.

Seashore contrasts the U.S. experience with that in countries where assessments have been "national in focus, political in context, strongly linked with explicit issues of social philosophy" as well as in other countries where the emphasis has arisen from a "social accounting or social indicators perspective relatively free of explicit social or political commitments and focused upon the objective reporting of trends and contemporary states of society." By contrast, assessment initiatives in the U.S. have arisen primarily from managers "motivated by their concerns for their organizational effectiveness."

He describes other features of the U.S. practices: There has until recently, been little influence "reflecting public interest or policy considerations;" assessment has been treated largely as "an optional matter of local management practice, not as a public obligation;" until recently, unions have refrained from active interest "except as the assessment appeared to aid or undermine the contractual and grievance negotiating relationship with management;" the results have been largely private and unpublished "so that national, sectoral or

regional indicators remain unavailable;" the focus of assessment has been limited to individuals and work groups "to the exclusion of attention to the unemployed, to the principal segments of the work force population, to the communities and families that may be implicated."

The application of this "employee survey" approach to the assessment of the quality-of-working-life has been under way in the U.S. for four decades. And Seashore says it is now apparent that the great majority of larger establishments, both public and private, have made some use of employee surveys and that many now have provisions for continuous or frequently repeated surveys: "It has long ceased to be a novelty or primarily a 'research' rather than a 'management' activity, and it has an established place among the roster of activities associated with information gathering, performance surveillance and policy review functions of management."

Now, however, the quality of working life is no longer viewed as an entirely local and private matter between the employee, his union and his employer: "The shift arises in part from a growing awareness that the single work establishment is not always a suitable economic unit for calculating the costs and benefits relating to changes in the quality of working life, for significant costs and benefits accrue to individuals and organizations outside of the single enterprise or to society at large. For example, the stressful job that induces premature death or recurrent morbid depression imposes costs on others that are not accountable within the firm or over a short span of time. To sustain a significant improvement in the quality of working life better information will be needed about the delayed and

diffused consequences that are associated with conditions of work life, and better comparative information about the experienced costs and benefits among organizations with currently different practices. The former will require intensive study in detail of local conditions of work in relation to off-job criteria; the latter will require some standardization of the presently diverse measurement methods and some means for accumulation of public indicators for different sectors, regions and for the nation."

Seashore expects these needs to be met "through the stimulation of government funding and guidance or, in a more limited way, through spontaneous collaboration among researchers and professionals."

WORKING TIME

One fifth spent working

A typical European worker spends only about one-fifth of his time at his workplace, according to a study by the International Organization of Employees. The Geneva-based organization says this assessment does not take into account days off through illness.

The figure can only be an approximation since working hours and holidays vary among countries and industries. But the Organization says the normal work week in Europe can be considered as 40 hours and the normal annual holiday entitlement four weeks. Public holidays account for another two weeks. Given these assumptions, the Organization estimates a working year of 1,840 hours out of a total of 8,760 hours.

The altered work day

by Linda Rheame

The old familiar work day is shifting and sliding all over the clock. The work week is shrinking and shouts of "Thank god, it's Thursday" are heard in the hallways. And yet, the anticipated revolution in the workplace heralded by flexible hours and the compressed week is moving ahead more slowly than expected. Why?

The new work schedules do fulfill many, though not all of their promises, and only a small percentage of companies that have tried them have returned to conventional patterns. But in North America today, workers hesitate to demand new freedoms when competition for jobs and promotions is high. The labour movement is divided on the issue (especially over the compressed week). Labour laws which entrench the eight-hour day, and the intrinsic conservatism of the work place also contribute to the slow-down in the introduction of innovative work patterns.

In theory, the concept is a straightforward exchange of increased freedom for workers in return for higher productivity. If alternative work schedules boost workers' morale and extend hours of service to customers at no extra cost, everyone wins. The expanded work day alleviates traffic burdens on highways, transit systems, company parking lots, elevators, and most importantly, on human beings seeking to escape stress and recapture lost leisure time.

For industry, varied work schedules can mean increased plant productivity without extra

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capital investment. Plants can hum along for seven longer days, while their employees put in three days at work and four days on the ski slopes. Scheduling production around individuals' personal plans is complex, but the co-operation that necessarily evolves among workers and supervisors should contribute to superior working relationships. Canadian companies on alternative work schedules say they are an added advantage when recruiting. Proponents boast other benefits too, such as reduced absenteeism and labour turnover.

One of the leaders in the field of rearranged work systems is Willi Haller, a German "time and motion" expert. "It makes people human again," he says. "It is nothing less than the revolution of the working man." Haller believes we should start thinking about work in terms of the job to be done, of assignments, rather than as a fixed daily schedule.

Flexible working hours allow working parents to shift their schedules so that one parent is home when their children get back from school. This is a special concern of a Cornell psychologist, Urie Bronfenbrenner, who says, "Women are going to work, and they deserve to do so. Yet we keep

the old male work rules, nine to five, 40 hours a week, and if there's overtime you do it or you don't keep your job. Neither men nor women can combine working and parenting under those rules. We need new ways of working."

Working patterns can be rearranged and restructured in almost endless variation. The simplest arrangement is "staggered hours" in which workers choose from different, but fixed, daily schedules.

"Fully flexible hours" means that employees choose their own start and finish times and the number of hours worked in any day. In British Columbia, about 1,500 provincial government employees are on fully flexible hours — about 140 hours in four weeks in whatever pattern suits them. Some firms allow workers to "bank" hours, and then use their "credits" to take a half or whole day off. The Alberta provincial government employees who are on flexible hours can bank up to 10 hours, which they must use in a month's time. (While many workers welcome banking, trade unionists point out it is a contradiction to years of union struggle for strict overtime regulations.)

Fully flexible systems, however, are rare. Some companies, for instance, ask workers to pick a pattern and stay with it for a designated period. A good example of a modified arrangement is the system introduced in 1974 by Metropolitan Life in its Ottawa head office. Metropolitan staff can vary their schedules daily but must work a 7½ hour day, and

First-line supervisors are the ones who suffer when flextime is adopted

must be on the job during "core" hours — from 10 a.m. to 3:15 p.m. Instead of fixed start and finish times, there is a "flexible band" of several hours during which workers can begin or end their day. The band widths are 7:30 to 10:00 a.m. and 3:15 to 6:00 p.m.

Workers on flexible hours tend to come in early and leave early. Many work out a pattern and stick with it. Usually, it is regulated by train times or car pools, family responsibilities, and personal idiosyncracies. The young, especially, prefer to work hard and then play hard in their new-found blocks of leisure time. If they are over-educated for their jobs, as many are, the freedom to set their own pace should help offset discontent. When workers are allowed to bank time, the majority have a credit rather than a debit.

Once workers get a taste for flexibility it is almost impossible to revert to traditional hours

The three or four-day week has never really caught on in Europe because workers there complain of excessive fatigue. In the U.S., it is estimated that only 12 per cent of those firms that try the compressed week go back to traditional hours. These companies report higher absenteeism, resignations, and moonlighting. Some workers use their time off to take on other jobs and come back to their full-time jobs exhausted.

Labour laws and the hesitancy of the trade union movement hold back growth in the spread of alter-

native work schedules. Some labour representatives consulted were cautious about banking hours and were opposed to the compressed week. Militant unionists look back to the struggle to win the eight-hour day and penalties for employers asking longer hours in the form of high overtime premiums. Now workers are volunteering for 12-hour days. Many labour leaders react instinctively with horror.

Workers are fed up with shrieking alarm clocks, noon-day whistles and five-o'clock traffic

The most controversial alternative work schedule is the "compressed week." About 1,000 planning officers, probation officers, social workers and speech therapists in the B.C. provincial government have been on a modified compressed week, the "4-5" plan, for the past two years. They work five days one week, four days the next and add the extra required hours onto any of those nine days they choose. Marg Arthur, a staff representative with the B.C. Government Employees Union, reports no problems of overtiring. If the work gets done, the innovation is likely to spread.

What the labour movement really wants is a 32-hour, four-day week, with no loss in take-home pay. Workers opting for the 12-hour, three-day week often retain the same take-home pay, but some union leaders still say such a compromise endangers their pitch for the 32-hour week, as well as increasing opportunities for industrial accidents.

Canadian auto workers might stand to benefit from the example of a three-year contract signed

The New Yorker



"They'll have the four-day week, and then the three-day week, until finally there won't be any point left in being a bum."

Shouts of 'Thank God it's Thursday' are heard in the hallways

between the United Auto Workers and Ford in the U.S. last October. It gives UAW members a total of 15 annual paid days off by 1979 and inspired the union's then president, Leonard Woodcock, to proclaim: "We are on the road to a four-day week. The principle is there now."

Trade unionists who are carefully monitoring experiments in alternative scheduling express a number of other reservations.

Studies of flexible hours reveal workers on flextime may be too easy-going about putting in necessary overtime for their bosses, at no extra cost. In firms with irregular workloads, employees tend to volunteer to stay longer when there is work to be done, and to take time off when the workload slackens.

No doubt, management encourages, and sometimes even nominates, the volunteers. Len Fallows of the Alberta Union of Provincial Employees reports between 2,000 and 3,000 workers on flexible hours in his union, and "We do get complaints on overtime." On occasion, supervisors have asked workers to take their flexible hours at a certain time to avoid overtime.

His answer: "If you want flextime, that's the bitter pill....Fortunately for us, we haven't had a grievance on this. If we do, we may have to make some definite decision." Union contracts and labour laws will have to find ways to protect workers from this kind of abuse.

A psychological handicap of alternative schedules is the fact that

they are usually management-initiated schemes to boost performance. If alternative schedules increase production, then trade unionists might well argue that workers should share in the financial rewards.

North American labour laws are not keeping pace with demands for innovative work patterns. Many American companies cannot afford to give workers longer days and longer weekends because federal law requires any firm with more than \$10,000 in government business to pay overtime to employees who put in more than eight hours a day. Another U.S. federal statute demands overtime pay after 40 hours, which allows flexibility only in the way one week's work can be scheduled. The problem is that these overtime stipulations now protect millions of employees and are especially important for workers whose schedules are not already regulated by union contract.

Plants can hum along for seven days while individuals put in three days at work and four days on the ski slopes

Hours of work in Canada are regulated at the federal level by the Canada Labour Code, which directly affects only about 8 per cent of the workforce. This spring, Labour Minister John Munro introduced a bill that would amend the Canada Labour Code so that workers under federal jurisdiction could sit down with their employers and set up modified work weeks. The proposals cover only those workers in federal jurisdiction — in railways, airlines, banks, broadcasting, grain-handling, inter-provincial highway transport and certain crown corporations. Ontario, B.C. and

Alberta have laws setting daily and weekly limits on overtime. In Manitoba and Saskatchewan, any number of hours can be worked at time-and-a-half. In these five provinces permission is required to extend daily hours to implement an alternative work schedule without paying overtime. Permission is reportedly not difficult to obtain.

Fallows says the details on flexible hours are deliberately not written into collective agreements because too many variables have to be worked out by the individuals involved. Instead, flexible hour provisions are attached to an agreement as regulations.

In spite of the challenges, workers, at least, are enthusiastic about gaining scheduling options. Studies on flexible hours, however, are not in agreement about their effect on productivity. In a 1975 study of 21 Ontario firms on flexible hours, 15 companies reported that, while productivity in their service, financial and utility organizations was not easy to measure, they felt productivity *had* increased. Morale was definitely higher. A study of an American computer firm, though, concluded there was no relationship between flexible hours and productivity, turnover and absenteeism. Nevertheless, it is likely that alternative work schedules do reduce one-day absenteeism because there is no longer a reason to be dishonest about time-off needed for personal reasons.

Sometimes flexible hours lead to job enrichment. Support staff in small welfare offices learn to deal with a variety of problems. Insurance clerks handling telephone inquiries cover for their colleagues. This may necessitate retraining programs to make staff more versatile and interchangeable.

Labour wants a 32-hour, four-day week, with no loss in take-home pay

Flexible hours are easiest to implement among workers who have little need to come into contact with other employees. Professionals, administrators, technicians and support staff are the most likely people to be offered flexible hours, even though flextime can be made to work for production workers. In assembly lines, and wherever there is a succession of operations carried out by different workers, additional buffer stocks may be needed between each station. In other situations, flexible scheduling may not be possible unless there is a change in the way the work is organized.

On the negative side, workers who must rely on fellow workers to get their assignments done experience increased difficulty in communications and co-ordination under flextime schemes. In fact, flexible hours might even contribute to a sense of isolation among workers.

Small companies often find flexible hours unworkable, especially if they have irate customers demanding immediate service. When certain workers, such as receptionists, mail room clerks, and maintenance workers are excluded from flextime experiments because they are required at fixed times, they express resentment.

Unfortunately, variable work patterns could mean small losses in traditional benefits for workers; for instance, paid time off for medical appointments. If a worker is unavoidably late, because of a storm, for example, he, instead of

his employer, will probably pay the penalty in lost time. Because overtime requirements may be reduced by flextime, workers could lose the chance to increase their earnings regularly through overtime.

Variable work patterns could mean small losses in traditional benefits for workers

Overall, though, only one group really suffers when a company switches to flextime — first-line supervisors. They bear the load of planning and co-ordinating new

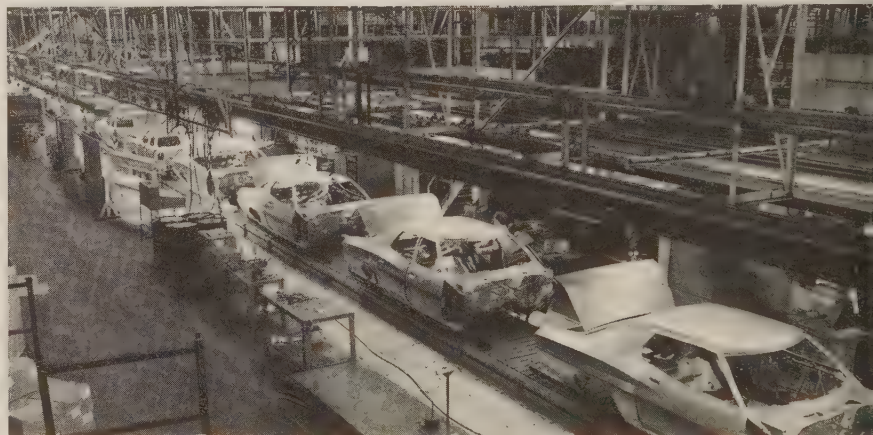
work schedules. Even with the best kind of timekeeping devices available — those that keep a running total of hours worked by each employee — supervisors cannot rely entirely on a machine to keep track of their people. In addition, supervisors say they have more difficulty locating employees for overtime, holiday replacement, and for covering workers off on sick leave. Because flextime demands more complex, as well as more subtle, administrative abilities, supervisors may have to go back to school to learn new management skills. Depending on the type of company, additional supervisors may have to be hired.

NFB



Flextime can mean more convenient shopping hours

NFB



Flextime is more difficult to implement in some assembly line operations

"It's somewhat out of character for me," said John Zalusky, an AFL-CIO spokesman at a Chicago conference on alternative work schedules in March. "But I am concerned for front-line supervisors....They absorb the scheduling problems associated with these systems, which is clearly added work and compounds the problems of workflow. There are also bound to be added pressures from upstairs and from workers as to who gets what schedule.... These exempt employees probably feel as though they have to be on the job when the first worker appears and until the last leaves."

Workers on flexible hours tend to come in early and leave early

It is difficult to say how well flexible hours work when time-keeping is done on an honour system. One employee, extremely conscientious about working the required hours herself, resented others who took advantage of the system and were never reprimanded. Marg Arthur, of the B.C. Government Employees Union, made a special point of saying that employees do abuse the honour system — "particularly the professionals. Even with the '4-5' formalized, there is still no accountability...it annoys me a little because I think they are given too many privileges over the poor clerks who do see abuse going on....Our stewards are responsible for policing the hours....We try to remind everyone once in a while that they have an obligation to put in those hours. That is what they are contracted to do."

Companies and government departments have to keep in mind that once workers get a taste for

Not unexpectedly, the first experiment in alternative work schedules was inspired by pragmatic economic factors. In 1967 a personnel officer at Munich's Messerschmidt research and development centre decided to vary workers' hours to alleviate traffic pile-ups, which were demoralizing staff, cutting into on-the-job time, and affecting production. The idea of *gliding time* or *flextime*, as North Americans now call it, quickly spread to Switzerland. This was a time of virtually full employment. Employers faced with an acute shortage of labour began to offer personal work schedules to attract skilled workers and women with families.

Although West Germany was the birthplace of flextime, today only about 6 per cent of its workforce, mostly white-collar workers, are on some form of the scheme. (Even so, this represents almost 4 million workers in over 20,000 companies and government agencies.) In France, by 1975, approximately 700,000 workers were on flextime. In Britain, the number on flexible hours represents only about 1 per cent of the working population. The clear leader in the introduction of alternative work schedules is Switzerland. About 65 per cent of urban workers and 40 per cent of the entire Swiss workforce are on flextime.

Many of the first American companies to offer alternative work schedules were subsidiaries of European firms. In general, North American companies were slower to begin such

experiments. Estimates of the number of U.S. workers on flexible hours vary — but it is thought to be less than a million of the 95-million member workforce.

In Canada, about 51,000 federal public servants are on modified flextime or staggered work hours. Although it is hoped the option will be offered to more workers in regional offices, presently the great majority are employees in the National Capital Region. Most provincial governments are experimenting with new work schedule options for some of their workers. Sun Life, Bell Canada, and Alcan are among the many large Canadian companies offering their workers some form of flexible hours.

Regarding the *compressed* work week, a U.S. labor department study published last spring found that the percentage of American workers who regularly spend less than five days a week on full-time jobs declined slightly in 1976 — from 2.2 to 2.1 per cent. A 1973 survey by Labour Canada found 233 plants and 30,712 workers on a compressed work week of three or four days. The majority were in Ontario.

The comparatively small numbers of North American workers reflect the fact that industrial democracy is not as widely accepted here as in Europe. We will need a more expansive economy, too, before additional workers will be offered a chance at an expanded day and a personalized work schedule. [g]

flexibility, it is almost impossible to revert to traditional hours. In one form or another, flexibility in the workplace is an idea that is difficult to chase away.

The possibilities for compressing work and expanding leisure time are far too enticing. So — look out world! Here comes the 24½-hour day! [g]

Ma Bell gets the union message

by Barbara Leimsner

Ma Bell has been challenged.

Twelve thousand workers of Bell Canada, one of Canada's largest, most established and conservative corporations, opted for a tough new union last year that promises to take an adversary stance toward the company.

The workers at Bell, a company not-so-affectionately dubbed "Ma Bell" by her 33,000 employees because of a reputation for maternalism, made a clear choice for a union that shuns the soft approach to bargaining. The shift away from a more moderate employees' association has meant fundamental changes in labour relations in a company that has never had an all-out strike involving crafts and service workers, clerical and sales staff and operators.

It was one of the most significant confrontations between two unions in recent years. The Communications Workers of Canada (CWC) won a certification battle against an in-house "company" union, Canadian Telephone Employees' Association (CTEA), which had represented most Bell employees for 30 years.

For decades, employee relations at Bell had proceeded smoothly with two house unions, the CTEA, which still represents 12,000 clerical workers, and the Traffic Employees' Association representing operators. This year, and in 1971, the latter union, now the Communications Union of Canada (CUC), staged a series of wildcat walkouts.

Barbara Leimsner is an Ottawa free-lance writer

On April 28, 1976 the new Communications Workers of Canada won the right to bargain for maintenance workers, repairmen, installers, splicers, linemen and central office craftsmen. They failed in an attempt to represent clerical and sales workers. The CWC campaigned on the need for a more militant stance. The union won bargaining rights at a time of renewed urgency in the debate among politicians, business and labour leaders about the structure of bargaining.

This was not a "raid" in the usual sense. The CWC says it was only responding to a request from the workers themselves to organize into a "legitimate" union. It was a "raid in reverse" early in 1975, when rank and file Bell workers, dissatisfied with the company association, formed committees across Ontario and Quebec and shopped around for new representation.

"They all said we were just a flea on a dog's back," says Gene Farrelly, in from the start on one of Canada's largest and most successful organizing drives in recent years.

It was a remarkable certification victory, even to veteran union organizers. Imagine a 5,300-member union swallowing a new unit almost three times its size. It was remarkable because Bell workers,

with their image of "conservatism" and "anti-unionism", chose a union with a philosophy of confrontation, if needed, over one with a reputation for peace at any cost.

How did a young, small union succeed where several larger, richer international unions failed? Two key factors emerge — timing and the CWC's philosophy. The new union, formed in 1972 after a peaceful breakaway from the Communications Workers of America, appeared on the scene when labour-management attitudes were polarizing at Bell. The "reasonable" and "rational" approach of the company union was seen by workers as increasingly inadequate.

The CTEA's "good faith" approach to labour relations meant no strikes for 30 years by CTEA members. In fact, the association has never seen it necessary to seek conciliation or arbitration. It claims bargaining never reached an impasse that couldn't be settled by "logic". The association still bases its wage demands on the company's own annual wage survey. It limits the items on its bargaining agenda to wages and one or two others, leaving fringes to consultative meetings held with Bell at the CTEA's request.

CTEA executives say their "no-strike" policy is simply realistic, since the automated telephone industry is easily run by management during a strike.

The CWC calls this ineffectual bargaining. The CWC views the

strike as a last resort, and says the CTEA fell behind because it failed to use all the available bargaining pressures.

In 1976 for the first time, Bell's negotiators bargained with the newly-certified CWC under threat of a strike by the 12,000 crafts and service workers.

Jim Nolan, head of Bell's bargaining committee and director of industrial relations for six years, denied the strike threat put much pressure on the company. But he conceded the CWC's on-the-job pressure tactics when negotiations stalled last August were effective and cost the company dollars.

The union held publicity campaigns to embarrass Bell, staged work-to-rules and invoked an overtime ban.

"The leadership of the CTEA failed to recognize what employees wanted," Nolan says when asked why the association was ousted. "...They have no idea of the political factor of a union...I mean, the CWC went out of its way to create the image of battling the company."

CTEA and CWC officials agree Bell's labour relations have been worsening for years. The organizing drive climaxed a buildup of resentment.

Edna Hislop is research director with the CTEA. She's been with Bell and the CTEA for 30 years. She says Bell's diversification into new, competitive fields forced the company to find new ways to raise capital. That led Bell to question both employee and management efficiency, to tighten up, to raise worker productivity.

The CTEA's approach didn't change to meet the tightening up

on the shopfloor, particularly on linemen and installers.

David Handley, president of CWC Local 34 in Ottawa, doesn't think the CTEA's system of representation ever worked, but just appeared to function as long as Bell went along.

The CTEA was already badly shaken by a raid by the International Brotherhood of Electrical Workers from 1964-66. The IBEW, along with the Canadian Labour Congress, pumped large sums of money and 10 organizers into the campaign only to fall short of the membership figure required for a certification vote. The association never repaired the damage done by those raids, Handley says.

CTEA and CWC officials agree Bell's labour relations have been worsening for years. The organizing drive climaxed a buildup of resentment.

Isolated pockets of discontent within the CTEA developed in Ontario and Quebec over the next ten years. In 1972, Quebec City failed on a constitutional technicality to withdraw its entire membership from the association. In Toronto in the early '70s, a movement called N.U.T.E. — New Union for Telephone Employees — organized some downtown areas for a pullout.

Until late 1974, the discontent was disorganized and spasmodic. But then, several related incidents sparked the formation of the "Exodus" committee in Ontario and the "BLOC Action" committee in Quebec. The committees organized a wave of resignations from the CTEA, and in early 1975 small organizing meetings were held to spread the movement out of the association.

The committees opted for an existing union rather than try to reform the CTEA or form a new union. The three contenders for Bell workers were the CWC, the Communications Union of Canada (representing operators) and the IBEW.

By April 15, 1975, both committees had formally endorsed the CWC. It was a Canadian union, affiliated with the CLC and had two essential constitutional provisions — membership ratification of agreements and open election of union officers.

By June 1, the legal starting day for signing up members, the CWC's campaign had gathered enough momentum that the union claimed to have 5,000 signed CTEA resignation cards.

When Bell refused to permit union organizing on company premises on the employees' own time, the CWC filed an unfair labour practices charge with the Canada Labour Relations Board. In a precedent-setting ruling, the Board upheld the CWC's charge that the employer unlawfully interfered with the CWC organizing campaign by prohibiting organizing on company premises during the employees' non-working time. Bell lost two appeals of the decision. It was clear Bell hoped the CTEA would win the battle.

The labour board victory spurred the CWC organizing drive on to its conclusion. One month into the drive, the union had signed over 50 per cent of the craft workers in a dozen locations.

By the first week of September 1975, the CWC had signed a majority of crafts workers in all 38 areas. It won a secret ballot certification vote early in 1976. The CWC received 59 per cent of the vote to the CTEA's 39 per cent.

The company was taken by storm. It hadn't expected the CWC to organize so large and scattered a workforce in four short months.

"It was short, quick and cheap," says Boris Mather, federal chairman of the Canadian Federation of Communications Workers (CFCW), an umbrella organization of which the CWC is the largest affiliate.

Mather, a veteran union "pro", played a key role in the CWC's victory. Although some claim Mather's mission in life for 20 years has been to organize Bell, others disagree vehemently that this was a one-man show. Mather himself plays down his role.

"The truth is we did it ourselves with the CWC's help," says David Handley.

Mather was central in founding the

CFCW in 1973, and in the peaceful withdrawal from the Communications Workers of America to form the CWC. The CFCW contributed \$81,000 toward the Bell organizing drive once Mather and others were convinced it wasn't a gamble. And, in an unprecedented move, the 5,300 CWC members in Saskatchewan and Northern Telecom contributed \$15 each to the campaign.

Why did the CWC succeed where others failed in Bell?

"...Bell employees hadn't been kicked enough," says Mather. "They found out Bell doesn't lie awake nights worrying about the welfare of its employees."

For now, the CWC is consolidating. There's no immediate plan for a new effort to sign Bell's clerical staff still in the CTEA. But Mather is optimistic about the CWC's future growth in Bell.

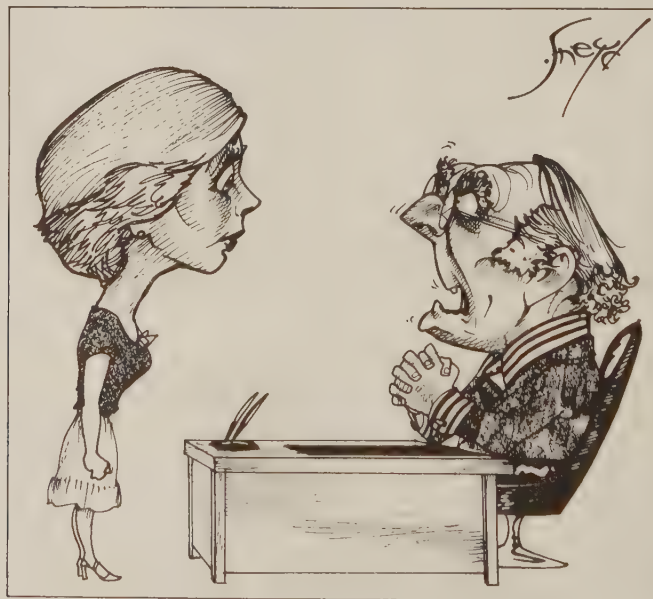
"...Some day, they'll all be in our union," says Mather with a certainty that may foreshadow changes to come inside Bell.

Jim Nolan's job is to keep his finger on the pulse of Bell's employee-employer relations. He predicts a growing adversary relationship between them in the future.

"When the raid was on," he says, "the employees weren't mad at Bell. They were mad at the CTEA. Now the CWC will do their best over the next number of years to make them mad at Bell."

The CWC counters that workers were radicalized by the company itself, and not the union. The trenches are being dug between the company and the crafts and service workers. As one installer put it, "We've finally taken a stand...now we've got the right to challenge Bell." 

Toronto Star Syndicate



"If you want a man's wages, Miss Philpot, why don't you get married?"

Business agents and staff representatives — labour's jacks of all trades

by Roy LaBerge

Full-time union representatives and business agents practise a wide range of skills and work an average 55 to 60 hours a week. Most worked their way up to their present jobs through holding voluntary or elected positions in local unions. Few feel they have been given adequate preparation for their tasks by either their formal education or their union. All depend on newspapers for information and most are avid readers of *The Labour Gazette*.

All depend on newspapers for information and most are avid readers of *The Labour Gazette*

These patterns emerge from one of the few studies of union field officers ever conducted by an academic in North America. Roy Adams, an assistant professor of industrial relations at McMaster University, Hamilton, and chairman of the university's industrial relations area interviewed 21 field officers employed by 18 labour organizations. He used no strict format, but encouraged the representatives to talk freely about their work, and he supplemented the information with interviews with a dozen or so other people familiar with their activities.

The sparse literature on union administration in North America usually lists two basic types of field officer: the service representative who is typically appointed and reports to a vice-president or district director, and

the business agent who is typically elected from and reports to a local union or a group of local unions. Adams finds, however, that the division of labour varies from union to union, and there is often a great deal of overlap in the functions assumed by any given officer.

He provides examples of differing functions: "The job of the business agents employed by the Toronto Musicians' Union is simply to visit night clubs, hotels, etc. to ensure that employed musicians are paid-up union members. They also hear grievances which either management or members may have. These agents are appointed by the local president.

"On the other hand, the business agent for the Plumbers' local in Brantford, Ont., is elected and has considerably more responsibility. He not only monitors the contract, but also is in charge of job placement, all of the paper work for the local, benefit administration and preparing for and negotiating contracts.

"A still more responsible position is held by the elected business manager of the Toronto Labourers' local. He is in charge of an operation which is as extensive as that of some of the small international unions. He manages a large staff which provides a wide range of services to the membership.

"An extreme example of overlapping functions is the case of one Canadian vice-president of an

international union. In addition to his vice-presidential duties, he also functioned as a field officer for several local unions, research director for the union in Canada, president of one small local union, member of the education committee of the Ontario Federation of Labour and as an active member of his local riding association."

They are organizers, negotiators, administrators, teachers and counsellors on everything from finances to sexual problems

But the principal task for all full-time field officers, Adams finds, is to assist local unions in their day-to-day tasks, and this involves a wide range of activities: "For most officers this includes preparing for collective bargaining and participating in negotiating sessions, becoming involved in grievance cases, particularly at the higher levels of the grievance procedure, attending local union meetings and doing what can be done to ensure that the meetings run smoothly and accomplish their objectives, and providing advice and at times direction to local lay officers."

They may also be expected to recruit new members, set up new locals, act as instructors in union education programs, sit on grievance arbitration boards, play an active part in the work of local labour councils and provincial

federations of labour and sit as labour representative on various agencies and boards.

If a strike is necessary, it is the field officers' job "to ensure that it is carried out efficiently and effectively." Business agents usually have the responsibility for selecting and supervising the work of shop stewards, though this is also the task of many staff representatives in some of the younger industrial unions like the Canadian Union of Public Employees and the Ontario Public Service Employees Union.

Job placement is a major duty of business agents in several craft unions but not of representatives in most industrial unions. And, Adams notes, "many of the officers considered political work — campaigning for the New Democratic Party primarily — to be an important part of their job, although such work is only rarely made a formal requirement of the post." Another important part of most officers' work is "providing personal advice and guidance to members on everything from financial to sexual problems."

Most list routine office work and travel as their most time-consuming activities. Adams estimates that the average officer accumulates 23,600 miles a year on his car on union business — averaging more than 10 hours a week. Several clock additional hours of air travel.

Most of the field officers complained that they came to their jobs ill-prepared for the wide range of skills and knowledge expected of them by the locals they serve. "They may be expected to understand and interpret labour and welfare legislation; recent economic and social developments; government policy initiatives and the position of their

Most were ill prepared for the wide range of skills and knowledge expected of them by union locals

union relative to these initiatives; grievance arbitration decisions and the way different arbitrators are likely to proceed and decide; new developments in collective bargaining relating to impasse resolution; employee benefits; patterns of work time; developments abroad concerning such issues as industrial democracy, tripartism and income policies; the operation of the political system and the role of political parties in the system; employer techniques of human resource management and employer bargaining strategies."

According to Adams, few unions give any systematic thought to planning for their manpower needs. Many full-time openings come up suddenly and have to be filled in a hurry. In crisis situations, no staff representative can be spared to help a new field officer start his work. He also finds a "disdain" for classroom knowledge and a widespread belief "that one can learn only by doing."

Nevertheless, through union or other education programs, the majority of staff representatives in the industrial unions said they received some training in labour law, collective bargaining techniques, wage and benefit administration, grievance handling and communication techniques. But only a minority had attended courses in public speaking, teaching methods, work study, research techniques, supervisory skills, membership recruitment, personnel administration, or business finance. The officers in the craft and occupational unions were considerably worse off.

Fewer than one-third had received training in any of those subjects during their union career.

Both staff representatives and business agents cope with their new jobs primarily by learning through trial and error and by depending on the availability of more experienced officers for advice. They count particularly on specific individuals who have acquired "substantial expertise" in such areas as minority-group problems, pension plans, alcoholism, party politics, labour education, flextime, workers' participation schemes and industrial health and safety.

Few unions give any systematic thought to planning their manpower needs

They also spend a good deal of time at conferences, conventions and other sundry meetings, and Adams observes that "whatever their stated purpose, a major function of these meetings is education." Officers meet and discuss common problems with well-informed colleagues.

"In short," he notes, "there is a strong tradition of oral education in the labour movement which may easily be overlooked by those of us who are familiar and comfortable with formal and structured educational programs."

He finds a serious communications gap between the academic community and the practising union professional: "When we in Academe publish our theory and research we talk only to ourselves and perhaps to some business and government people. We do not talk to the trade union movement... Unionists generally have a dim view of academic research."

few of the people he interviewed read academic journals, but most read specialized publications such as *Canadian Labour Views* and *Labour Arbitration Reports*.

There is a strong tradition of practical education which may be overlooked by academics

The most widely read publication is *The Labour Gazette*," Adams finds, with 87 per cent of the sample among its readers. *Canadian Labour*, official quarterly journal of the Canadian Labour Congress, is read by 57 per cent.

Adams finds that 67 per cent of the people he interviewed say they want to spend their entire careers in the labour movement but only 18 per cent hope for more senior positions in it. He suspects that fast response may be due to the fact that personal ambition is suspect for two reasons: First, elected leaders who appoint staff representatives may question their loyalty if they have designs on an elected post. Secondly, the strong service tradition in some unions means full-time officers "are expected to dedicate themselves unselfishly to the betterment of the working man, much like missionaries. Thus, personal ambition may be considered an indication of warped values."

The most popular characteristics of the job is "helping people." Other responses included negotiating, problem solving, doing the job well, responsibility, variety, dealing with management, arbitration and using abilities.

The most disliked aspects are paperwork and long hours. Others

were: attending local union meetings, bureaucracy, incompetence, unappreciative members, lack of leadership imagination, grievance handling, looking after local union financing and interviewing new members.

And, Adams notes: "Not too surprisingly, a Seafarers' representative responded, 'being hounded by police'."

Adams is impressed by the long hours the field officers work, and he comments: "Although trade unions have pushed hard to reduce work time for their members and to win extra compensation for undesirable hours, they expect their own employees to put in long and irregular hours. On average, those we interviewed reported working two or three nights per week and two or three weekends per month. For several of those interviewed the work week varied with the time of year.

In a normal work week, however,

The challenging and humanitarian nature of the job leads many to put in long hours willingly

the average officer reported working 55-60 hours."

Yet he finds that though 24 per cent said they disliked the long and irregular working hours "they were not of undue concern" to the majority: "Our impression was that the variety, freedom and inherently challenging and humanitarian nature of the job led many of the officers to put in long hours willingly."

Hence, he says, a comparison between the job behaviour of union field officers and of the employees they serve "seems to support the job enrichment and job enlargement school of organizational behaviour." [9]

The 21 representatives and business agents Adams interviewed are from 18 organizations including craft and industrial, white-collar and blue-collar, national and international, and private-sector and public-sector unions: International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America; Ontario English Catholic Teachers Association; Service Employees International Union; Labourers' International Union of North America; Association of Canadian Television and Radio Artists; Canadian Brotherhood of Railway, Transport and General Workers; International Union of Electrical, Radio and Machine Workers; Ontario Public Service Employees Union; Seafarers' International Union; Bricklayers' Masons and Plasterers' International Union of America; International Longshoremen's Association; American Federation of Musicians of the United States, and Canada; United Steelworkers of America; United Rubber, Cork, Linoleum and Plastic Workers of America; International Union, United Automobile, Aerospace and Agricultural Implement Workers of America; American Newspaper Guild; Canadian Union of Public Employees; United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry of the United States and Canada. [9]

B.C. workers' compensation: a model for other jurisdictions

by Ralph M. Wirfs

By 1900 most European countries had workmen's compensation laws providing livelihoods for disabled workers, but North American countries took another decade or so. In 1911, Wisconsin became the first U.S. state to implement a workmen's compensation law. Then, in 1914, Ontario enacted Canada's first compensation legislation.

British Columbia began studies of Ontario and U.S. laws in 1915 and on January 1, 1917 the Workmen's Compensation Act of British Columbia took effect. In its first 50 years, the provisions of the Act put nearly half a billion claims dollars into the hands of injured workmen and their families.

The Act also permitted the Workmen's Compensation Board to draft and enforce regulations for the protection of B.C. working men and women. In 1920 — 57 years ago, and just three years after the Act took force — a U.S. Bureau of Labor Statistics official said that "The British Columbia Workmen's Compensation law is the most efficient, most economic, and most comprehensive of any of its kind in the United States and Canada."

That assertion would take some tall proving, today. But the B.C. program does compare favourably with most of its U.S. counterparts, seven years after the 1970 Williams-Steiger Act created the Occupational Safety and Health Administration (OSHA).

OSHA sees to the enforcement of workplace safety and health

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standards in the 50 U.S. states and in six territories and dependencies. Of those 56, 33 jurisdictions have let federal OSHA supply the inspectors, the standards, and the budget; in effect, they have accepted a federal law enforcement agency into their workplaces.

Twenty-three other jurisdictions have undertaken to run, under state government, "state plans." The federal agency provides half the funds; state officials hire the inspectors, conduct the inspections, enforce the laws, and keep the records. Seventeen of these jurisdictions have accepted, whole cloth, federal safety and health standards. Six states — Michigan and the Far West set of Alaska, Hawaii, Washington, Oregon and California — chose to promulgate their codes independently and to apply, as the OSHA law provides, for recognition as "at least as effective" as federal standards.

B.C.'s Workers' Compensation Board — the name was changed from Workmen's by the New Democratic Party government, elected in 1972 and unseated in 1975 — operates six departments:

In its first 50 years the B.C. Act paid out half a billion dollars in claims to workers

insurance, claims, rehabilitation, accident prevention, industrial hygiene, and first aid and safety training. While the latter three affect workplace quality most directly, the presence of insurance and claims divisions under the same roof does much to ensure quality programs in the AP, IH, and first aid areas. Access to all the data on accidents and compensation claims enables safety and health professionals to design and target their efforts much more precisely.

In only three U.S. states — North Dakota, Wyoming, and Nevada — is insurance data available to safety and health agencies. Nearest the U.S. norm, in California the state safety and health agency (Cal-OSHA) has recently undertaken Project Data Base, to develop just such a reservoir of salient fact.

WCB employs 73 full-time accident prevention inspectors and supervisors, who report to Jim Paton, director of the AP Department. In 1976 they conducted 35,717 inspections, which produced more than 41,800 orders to correct unsafe conditions. Unlike their U.S. counterparts, WCB inspectors look for more than the quality of working conditions provided by management: workers, too, come under their scrutiny. "An inspector can issue an observation report on a worker seen willfully violating regulations," Paton points out.

"And he's concerned with the total quality of the workplace. He has a clear idea of the AP problems he's

oking for before he gets to the
rm, because he's been given
computer-provided records of the
rm's last 20 lost-time accidents.
Also, he has access to safety com-
mittee minutes which every B.C.
industry must file with the Board.
And while he's doing a top-drawer
P inspection," Paton adds, "he
checks the jobsites' first-aid
facilities and equipment, and
always has one eye open for refer-
als to the Industrial Hygiene
Department."

In response to the 35,717 inspec-
tion reports WCB inspectors filed
in 1976, nearly all B.C. employers
corrected unsafe conditions as the
law requires. Only 244 drew
penalty assessments for non-
compliance. And 90 workers
received observation reports for
willful violation of AP regulations,
in the second year of enforcing
this new provision. "As the figures
suggest, we receive excellent co-
operation from the 70,000 work
locations in the province," Paton
says, "so there's seldom much
need to use the teeth that are in
the law."

WCB regulations provide for cash
sanctions of up to \$6,000 per
month for willful non-compliance
and as much as \$13,113 for non-
compliance that causes injury to a
workman. The board collected over
\$62,000 in fines from 84 firms in
1976. And, in a very small handful
of cases, Paton says, the board
has closed workplaces for failure
to comply with AP regulations.
"We've used closures only four
times in the last year," he points
out, "and just once for more than
4 hours. Closure is an extreme
option, one we apply judiciously.
Most workers and employers in the
province share WCB's commitment
to a safe workplace."

Of course, safety law enforcement
is only one part of the game. WCB
reaches out with several educa-
tional efforts, to involve the

The B.C. program compares favourably with most of its U.S. counterparts

1,038,000 working men and women
of British Columbia in thinking
about job safety and health.

One approach to safety education,
which raises public consciousness
of safety problems while providing
WCB enforcement personnel with
valuable input, starts with the joint
accident prevention committees
which the law has required in
certain workplaces since 1920.
Each committee is required to
keep minutes. Each firm files its
committee's minutes with WCB.
The board computer-stores the
minutes, and forwards copies to
inspectors and, upon request, to
unions. "It gives us direct input to
the board," says Erich Ewert,
business agent for Local 1-217

(Vancouver) of the International
Woodworkers of America. "It's one
more way to shape the places we
must work in for our livings.

"At one Vancouver lumber mill, the
Board's requirement of safety
committee minutes spurred labour
and management to put new
energy into the committee. And,
even though the crew of workers
changed very little through turn-
over, we managed to reduce
compensable accidents from 32
per year to just five."

Paton says his men use each post-
inspection as a teaching oppor-
tunity. They also spent over 8,700
man-hours during 1976 presenting
628 lectures, seminars, and work-
shops in industrial settings.

"Demand for industrial hygiene
services has grown swiftly in
recent years," says Al Riegert,
director of WCB's industrial



"OH, FOR PETE'S SAKE, GEORGE! EVEN A
SAFETY DIRECTOR CAN SLIP IN A BATHTUB!"

hygiene department. "That's probably because of the rise in public consciousness of pollution dangers.

"In the '60s our activities were pretty well limited to problems with silica and asbestos dust in mining and shipbuilding, with occasional forays into emergency advice on chemical spills in the pulp and paper industry,

'We receive excellent co-operation from 70,000 work locations in the province'

chemically-caused dermatitis in fruit packers, and limited noise control work. Back then, we were a handful — never more than three — consultants to AP and claims staff, tucked into the accident prevention department.

"In 1970 industrial hygiene became its own department. Demand for our work in noise control, in monitoring and test programs for hazardous materials like lead, mercury, and arsenic; in plastic shops, especially fiberglass; and in welding fumes has required that we add staff over the last seven years. Right now we've 19 hygienists, eight chemists, five managers, and five clerical staff. We also have, on loan, three industrial physicians."

Riegert points out that one of the most time-consuming and often-sought services of the IH department involves requests for product information. Workers and managers often call, seeking advice about the safest industrial product for a particular application, or about the potential hazards offered by a product already in use. "Too often, the manufacturers and suppliers don't really know what's in their products," Riegert says, "and yet the information can be vitally important."

Hygienists enforce standards which are part of the AP regulations, and are backed by the same set of enforcement sanctions as accident prevention officers. In 1976, they conducted 1,010 surveys and inspections, wrote 1,352 compliance orders, and imposed eight penalty assessments for non-compliance.

The hearing branch of the IH department has established a hearing centre in a Vancouver suburb, to meet needs created by a 1974 law which made hearing loss compensable on a loss-of-function basis. Today, some B.C. firms do pre-employment hearing tests, and the hearing branch trains audiometric technicians for industry — another departure from U.S. practice, where OSHA and its state affiliate agencies carefully avoid competition with either colleges or private consulting agencies.

Dealing with all aspects of hearing loss, the branch employs two medical staff, eight audiologists, and four claims staff. Three of Reigert's hygienists are also stationed at the hearing centre.

"I'm sure we haven't seen anything like the full extent of demand for occupational health services," Reigert says. "Within the next five years, it's likely we'll see staff continue to grow with industry demand. My own goals include an increase in educational services, and staffing that would permit perhaps a 50-50 ratio of self-initiated to referral inspections."

More than half a million B.C. workers live and work in remote locations far from hospitals, ambulances, and doctors. So WCB regulations require that all workplaces have first aid attendant and supplies immediately available. Standards for equipment, personnel, and treatment facilities vary by

The law has required joint safety committees in some workplaces since 1920

industry and location, but the law does require that no injured worker have to wait for competent emergency medical treatment, whether he breaks a leg in a fall on the Vancouver port docks or is clawed by a grizzly 200 miles out in the brush beyond Telegraph Creek.

Because of the size and distance problems involved, and the danger they proffer the injured worker, WCB first aid regulations seem rather formidable alongside those of most U.S. states. "If you compare our requirements with those of other jurisdictions, as I've done," says the director of WCB's first aid and safety training department, Murray Clarke, "you'll find that if we err it's in the direction of caution. One of the first aid kits we require for 25 or 30 men, in most places, would meet requirements for 200."

How to offer such thorough services over B.C.'s 366,255 square miles? "Of course, we can't do it directly," Clarke says, "so our role is carefully defined. We provide a quality set of regulations and see that they're enforced, set curriculum and texts for first aid training, train the instructors, oversee their teaching, and certify the trainees once they've finished their course. Believe me, that's plenty to keep our 17 first aid officers busy."

In the U.S., OSHA or its state affiliates would set the regulations and enforce them and establish certification. The Red Cross and local colleges would see to curriculum, texts, instructors, and teaching — another reflection of 18th-century *laissez-faire* attitudes that seem to have cut more deeply in the U.S. than in Canada.



Clarke's staff did 404 inspections for compliance with first aid regulations in 1976. But in their normal rounds, the larger AP staff checks first-aid rooms, kits, and personnel as part of their inspections, and notify Clarke's department of deficiencies. First aid inspectors wrote over 800 orders to comply with first aid regulations in 1976, while AP inspectors wrote 1,653.

Over 300 industrial first-aid instructors have been certified by WCB, and they conduct classes all across the province, through community colleges and through St. John Ambulance. First-aid officers drop in periodically on classes during the 50-60-hour course, to check instructional quality. At its end, students must pass the board examination.

Impartial examination is the key to the program," Clarke says, "and continues as a major tool in maintaining quality, both of graduates and of the program. It's a tough examination — we commonly experience a 25 per cent failure

rate — but usually worth the trouble for attendants because most employers will pay a bit extra for a man with a certificate."

Roughly 7,000 persons have earned a WCB first aid certificate; these come in four grades — C, B, A, and AA — and are valid for periods of from one to four years. This means that attendants must continually work and study to upgrade their skills for the re-examination that's always just over the horizon. Each grade authorizes holders to accept a greater degree of responsibility and authority in emergency situations.

The 7,000 certified attendants make a scanty backup for the million-plus B.C. workforce, so WCB has created an eight-hour basic course leading to a survival first-aid worker's certificate. This innovative program qualifies workers to provide competent treatment for just four types of crucial situation: cessation of breathing, treatment of unconsciousness, crushed chest injuries, and massive external hemorrhage.

More than half a million B.C. workers are in remote sites, far from hospitals and doctors

Has the first aid program done any good? "That's very difficult to assess, in any complete way," Clarke says, "but I do know that more than 100,000 medical-aid-only compensation claims are filed in the province each year, and most of them have had first aid. And while there's no clear data on the number of lives saved by first-aid attendants, at public hearings and elsewhere labour and management unite in their support of the program."

One interesting sidelight: BC's

"You'll find that if we err it's in the direction of caution"

medical profession has taken notice of WCB's first aid program, and has begun to use its training courses. Many physicians and nurses have earned the attendant's certificate to pick up training their medical schools didn't offer and which their clientele sometimes requires. Clarke also points out that second-year medical students at the University of British Columbia now complete the course as part of their curriculum. In the past, people who know they're in medical training have asked for first aid services the students haven't been prepared to offer. Also, the training outfits them to work with first aid attendants in the future, when the students become practicing physicians.

British Columbia's occupational safety and health program contains many advances U.S. and other Canadian agencies would do well to study. These excellences of program substances and style come, in some measure, from the board's 60-year history in accident prevention and occupational health. And in some measure, Canada's early history as a British crown colony and its consequent growth under firm government control explain some of the striking features of the program.

In the same way that the RCMP preceded Canadian pioneers into the wilds of Saskatchewan and Alberta and British Columbia to establish the hold of law over economic and social development, so has B.C.'s WCB been accepted for most of the province's industrial history as the proper authority over the physical well-being of its workers. [9]

Paid educational leave for Canadian workers

In the following article, federal Labour Minister John Munro discusses the importance and flexibility of paid educational leave for Canadian workers.

I believe it is now timely to determine the feasibility of paid educational leave for Canadian workers, both organized and unorganized, without having to give up their jobs or to sacrifice their income or any other job benefits. We should determine whether paid educational leave can be established as a new social right, and not remain as a privilege for the few.

This year I have undertaken to examine the environment for paid educational leave in Canada. I am seeking to find out what support there is for such a program among workers, trade unions, employers, educational institutions and our provincial governments.

If I find there is broad acceptance, I will then consult with my colleagues in government, and with labour and management, to see how we might make paid leave more accessible in the Canadian workplace.

1974 ILO Convention on paid educational leave

I am pleased to recognize the outstanding record of the ILO in recommending vocational training and the granting of time off for participation in educational programs. I refer in particular to the 1974 Convention on paid educational leave, which regarded paid leave as an important means

of meeting the real needs of workers in a rapidly changing technological society.

It called on member states to formulate and apply a policy designed to promote, by methods appropriate to each state, the granting of paid leave for the purpose of training at any level; general, social and civic education; and trade union education.

I can think of no social program which holds greater promise than this one for the benefit of individual workers, for employers, and for the country at large. Paid educational leave could be a valuable instrument for giving workers a second chance. It is aimed at not only enabling the individual worker to find his or her place in occupational life, but also to develop his or her potential as a citizen in the social and political life of the country.

Special needs of workers for continuing education

There is a growing acceptance of the need for education as a life-long benefit, but there are some serious limitations on access to training and educational courses for those who have taken on family responsibilities or who fear losing seniority rights, job security and fringe benefits.

The adult education movement in Canada is well respected for the contribution it is making to continuing education; however, it cannot always meet the needs of workers who lack the qualifica-

tions for the courses which are available; who work shifts; or who are too tired at the end of the day to do another two or three hours' hard work.

We have accepted as normal the education of young minds in an orderly progression from grade school to high school, to university or vocational institute. We have accepted as normal that some of us — notably teachers and professors, and also doctors and lawyers — will go back to school or to seminars on a fairly regular basis to catch up on professional development. But what do we do for the high school drop-out who wasn't ready for advanced education or skill training at age 16 or 18? What do we do for the 50 or 60 per cent of Canadians who do not go to vocational institutes, community colleges or universities? What do we do to assist workers whose skills become obsolete? We have done something for them but it's not enough.

What we have done is provide upgrading courses and skill training — but, for the most part, only when the applicant is unemployed. We don't do very much to help those who are employed, those who stay employed but somehow feel they are locked into their job.

There must be thousands of workers who would like to break out and try something new, including a new and different challenge in their own organization. Why shouldn't ordinary workers be entitled to participate in paid leave?

Frankly, Canada is many years behind some of the other industrial democracies in this social policy area.

France established the principle of continuing vocational education as an integral part of lifelong education. It has imposed a payroll tax of 1 per cent, which may be raised to 2 per cent, for the financing of educational leave. In West Germany, apart from the federal provisions for paid leave for training purposes, five of the provinces have legislation giving workers up to 10 days paid leave a year for general, civic and social education. In Sweden, workers who take educational leave for up to one year are protected in so far as their employment rights are concerned; grants for such leave are given by the Ministry of Education. In Britain, training is conducted by tripartite Industrial Training Boards, whose finances come from the government and employers in the industry. Day-release courses are common

throughout industry. In Italy, achievements in the field of paid educational leave have been attained through collective agreements.

In Canada, paid education leave has not been given the same recognition — by workers, by trade unions, by employers or by governments. In 1973, which is the latest information available, about 13 per cent of managers, and 15 per cent of professional and technical employees participated in employer-sponsored training courses. This compares with 7 per cent of clerical, 9 per cent sales, 6 per cent service and recreation, 6 per cent transport and communication and 6 per cent craft and production employees.

Last year there were only 161 collective agreements containing paid educational leave provisions. These contracts covered 434,175 employees, but it should be remembered that only a relatively few employees actually partici-

pated in the educational leave programs which were available. For example, one collective agreement covered 2,000 employees in a pulp and paper company, but the education clause was restricted to the three or four steam engineers in the bargaining unit. Most of those who participate in employer-paid educational leave in Canada are teachers, university professors and government employees.

Support growing in Canada for paid educational leave

I anticipate growing support for paid leave. The Canadian Labour Congress, for example, endorsed the 1974 ILO Convention last year.

One of the most significant breakthroughs in Canada in recent years was the paid educational leave agreement reached last March by the United Auto Workers and Rockwell International (Canada). This is the first agreement of its kind in Canada. It covers about 1,100 Rockwell employees at plants in Chatham and Milton, Ontario.

The contract calls for Rockwell to contribute one cent for each hour worked by each employee to establish a fund that will be used to educate selected workers in a specially-designed UAW training course. The money will be used to defray the time lost from work travel, lodging and meals, for courses lasting up to 20 days.

Since the UAW-Rockwell agreement was completed, the UAW has negotiated paid educational leave plans with three other Canadian employers.

We will have to establish to what extent paid educational leave might be feasible in the Canadian

Toronto Star Syndicate



"A doctor here says we should vary our meals more, so let's try eating on Mondays, Wednesdays and Fridays instead."

context. We will need some idea of the extent to which trade unions and employers can, or want, to make their own arrangements on the availability of paid leave. While this approach might be appropriate for the organized sector, it might also be desirable for government to provide some incentives for the unorganized sector. Eligibility for paid leave, and duration of leave, might be determined by length of service, suitability of the candidate, availability of training facilities, and the program which the worker chooses.

An important consideration, of course, would be the financing of paid leave. The costs would include normal pay, health care and insurance contributions while absent, the education or training courses themselves, and for some students, travel expense, room and board.

In the case of general education, courses could possibly be made available to participating workers through the existing universities and community colleges. In Britain there has been a considerable growth of day-release and other general education courses for industrial workers. Local education authorities, universities providing extra-mural education, the workers' educational association, and the trade union movement in Britain are actively engaged in this field.

In the United States, some employers allow their employees to pursue educational and vocational courses on company

time — either during slack production periods or on a regular basis. The Xerox Corporation provides a wide variety of self-training courses which can be fitted into this kind of flexible schedule.

In the case of labour education, the trade union movement itself will continue to determine its own needs and direct its own programs. Through an agreement between the federal government, and the Canadian Labour Congress, the government will provide a grant for supplementing present labour education programs of the CLC for a period of five years. Other labour centres, including the Confederation of National Trade Unions in Quebec, are also eligible to participate in this program.

In the case of vocational training, we will want to look at a number of options. As I mentioned earlier, employers and trade unions have already made a start on building their own funds for paid educational leave. A case could also be made for some degree of government participation, or for tax incentives to offset the cost of paid leave.

Worker education is an investment

I find that I have to restrain my own enthusiasm for paid educational leave for Canadian workers. No doubt there are many

difficulties. But I hope that our examination will disclose a high degree of willingness on the part of workers, trade unions and employers to take up this idea and run with it. As to the cost that paid educational leave would entail, it should be remembered that worker education and training are an investment not only in human development but also in technical advancement and economic growth.

Edgar Faure made an observation which reinforces the contemporary relevance of paid educational leave in his report *Learning To Be*, for the UNESCO International Commission on the Development of Education in 1972. This report said: "Education suffers basically from the gap between its content and the living experience of its pupils, between the systems of values it preaches and the goals set up by society.... Link education to life, associate it with concrete goals, establish a close relationship between society and economy, invent or rediscover an education system that fits its surroundings — surely this is where the solution must be sought."

I believe that paid educational leave is the instrument that does fit its surroundings. It could close the gap. [9]

John Munro

Minister, Labour Canada

The impact of recurrent education on the labour market

by William R. Dymond

The substantial growth of education and training opportunities for members of the labour force as a second phase of the expansion of educational opportunities for youth will have profound implications for the evolution of working life and the characteristics of labour markets in industrial countries.

Educational and training opportunities have become increasingly available to employed workers, the unemployed and those returning to the labour force. The institutional vehicles for the provision of these opportunities include "on-the-job" industrial training, adult education, public manpower training and recurrent or life-long education. Historically, the progression has been from industrial training to recurrent education and there are therefore considerable overlaps between the population groups served and the educational institutions involved.

In essence, recurrent education involves the transformation of the educational system so that it no longer provides education in one stretch during youth, but provides educational services over the lifetime of the individual and in alternation with other activities, particularly work. Moreover, the concept has two distinct elements: the first involves attempts to make education an on-going process during the work-life of the individual via the "vertical integration" of the various phases of career development; the second involves

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the "horizontal integration" of education both with employment and with the leisure activities of the individual.

Recurrent education is conceived as an element of a more comprehensive framework affecting the life-cycle of the individual — namely that initial education, followed by employment and eventual retirement should cease to be distinct and separate events and should become integrated components of a total strategy. The individual, regardless of age and status should have the opportunity to alternate work, training and leisure activities in a way that will permit him to express himself fully and independently. Recurrent education implies major changes in existing economic and social institutions, but attributes to education an instrumental role in facilitating these changes.

By contrast, public manpower training is a more restricted and manpower-oriented concept,

Recurrent education provides educational services over an individual's lifetime and in alternation with other activities, particularly work

designed to assist the reintegration of the unemployed into employment by providing them with improved occupational qualifications, and to assist the employed to upgrade their occupational qualifications in the face of economic change. However, they are not competing concepts, for manpower training can most usefully be conceived as a complementary component to recurrent education.

The origins of recurrent education lie in both the education system and the world of work. The push provided by dissatisfaction with the present educational system is matched by the pull from the rapid changes taking place in the world of work.

On the educational side, the interest in recurrent education (and manpower training) stems from a growing realization that, in spite of substantial increases in educational opportunities, hopes for greater equality of opportunity have not been realized and inequality between different social groups has persisted. Doubts are increasing as to the wisdom of continuing with educational expansion, and particularly with the extension of the average age of schooling. Other elements of dissatisfaction with the performance of the education system concern the continuing mismatch between the outputs of the education system and the needs of the labour market not only in quantitative terms but also with respect

to their qualifications and motivations. Further concerns have to do with perpetual scholars in universities, and in some countries the problems of "drop-outs" and repeaters.

On the side of the labour market, the pressures relate to the capacity of the education system to meet the needs of rapidly changing technologies and the consequent requirement to upgrade the educational level of the labour force, and to the demands for increasing worker participation in decision-making and new and more human ways of organizing work.

It implies major changes in socio-political and economic institutions

Two broad approaches have been adopted, depending on the country. The first grants to employed workers, through collective agreements or legislation, a *right* to educational leave of absence which is earned through employment. The second approach, largely through public manpower training, has an important *discretionary* element and seeks to provide vocationally oriented training to those members of the labour force who lack adequate employment opportunities, as well as attempting to meet the needs of the economy for manpower adaptation.

The first approach tends to limit educational opportunities to those with a history of steady employment, while the second provides opportunities to the unemployed and those re-entering the labour force, provided they are selected by the authorities and conform to the objectives of particular public training programs.

Recurrent education can have a major impact on worker participation in decision-making

To a significant degree the link between recurrent education (a right gained through employment) and manpower training is based on the distinction between internal and external labour markets — with the former providing training to those in the internal market of enterprises and the latter providing training to those in the external market who require training to enter employment. They are thus complementary modes of education and in theory embrace, when fully developed, the total adult labour force.

Throughout much of Europe, continued access to training and education for the employed is becoming an established claim, through either legislation or comprehensive collective agreements. Educational leave of absence with pay and guaranteed return to their former employment is a necessary precondition for employed adults to participate in education and training, just as in most countries manpower training is usually dependent on government allowances for those undertaking training.

The objectives and orientations of recurrent education will in the longer-run play a considerable role in determining its impact on the labour market. However, the aims pursued in respect of educational leave and adult education in general differ according to the protagonists involved, i.e. the State, the trade unions and the employers' organizations. This emphasizes the importance of developing arrangements for co-ordination in the planning and implementation of programs

between the manpower and education authorities in consultation with unions and employers. The content of training and education can vary all the way from the upgrading of skills in the individual's present occupation to the promotion of broad cultural development. Manpower authorities have a concern to promote the kind of training that enables the worker to be more flexible and adaptable in the face of economic change, employers are interested in skill upgrading and increasing productivity, while unions are interested in better developing workers to participate in industrial and political decision-making.

It is argued that if wider educational opportunities are genuinely to provide comprehensive access for all members of the labour force to education over their lifetime, large-scale resources involving capital facilities, teachers, and in some cases foregone production, will be involved. Can even high-income economies afford to use these resources for recurrent education, in the face of competing social demands, particularly in an inflationary environment? Using orthodox economic analysis it is a good deal easier to make a case against recurrent education than for it, by raising questions of foregone production, rates of return to educational expenditures for adults as compared to youth, etc.

Willard Wirtz, in his book, *The Boundless Resource*, has raised the issue in the following way: "Who *produces* more, so that more time can be spent by more people getting more training and education? What is it then that these people are to *do* with more training and education that will be 'productive' enough to continue the growth cycle? Who, in short, pays for an education-work policy?" A satisfactory answer to these questions is difficult if we

are simply talking about adding a new dimension to the existing institutional framework for the basic education of youth. Recurrent education, however, has an important component of rearranging educational inputs over the lifetime of the individual in the expectation that the result will be both more economically efficient and humanly satisfying. The principle is one of the redeployment rather than an increase in the use of resources.

It is even seen as a vehicle for helping to close the generation gap

This is not the place to review the arguments of the proponents and critics of human capital theory. The case for the development of recurrent education, in terms of its economic merit, clearly rests in part on such theory, but is not solely dependent on it.

Perhaps the most relevant question to raise is: What are the costs of not implementing policies of wider educational access during the career cycle of the individual — in terms of alleviating manpower shortages, of greater employment security, of the productive use of periods of unemployment, of greater flexibility of the labour force, of improved equality of opportunity and, most important of all, of increased human satisfaction affecting millions of individual lives. Few of these human and economic dimensions are as yet subject to quantification, yet they avoid economic costs and lead to economic and social benefits. Willard Wirtz stresses: "The infinitely larger prospect is that such a policy will lead to *new* growth potentials involving *different* values and individual and national achieve-

ments and that these additional growth possibilities will prove more fully self-sustaining than those based on the degree of exploitation of natural resources we have depended on in the past."

Perhaps the most significant impact on the labour market of recurrent education broadly conceived and implemented would be to achieve a greater equality of economic opportunity and potentially of income. We have suggested earlier that one of the reasons for the development of recurrent education has been the disappointment with the negligible effect of the massive expansion of basic education on equality of economic opportunity, and that a redeployment of educational resources between youth and adults would be a more effective means for achieving this goal.

The recent expansion of basic education has served to increase the gap in educational attainment between youth and adults in the labour force, which in turn has consequences for the distribution of occupational employment opportunities and income between the two generations. Recurrent education is seen as a vehicle for helping to close this generation gap and as a future means of providing a new option for those who have left the education system too early and thus to overcome the fundamental economic handicap that this creates.

However, if education recurs over a lifetime, there is a continuing opportunity for those who are most disadvantaged in the labour market to have additional opportunities to improve their relative position in the occupational and income hierarchy. This continuing commitment to correcting social inequalities contrasts with the once-and-for-all approach to the provision of a fair start in the

The push of dissatisfaction with the present educational system is matched by the pull of rapid changes in the work place

economic race. The potential of recurrent education to provide greater equality of opportunity should help prevent the distribution of post-compulsory educational resources from being determined solely by initial success, which is strongly correlated with social background.

The recurrent pattern of education is more geared to rectifying the disadvantages in the labour market that characterize two major sections of the population — the older generation and women — than is the system of youth education alone. Unequal employment opportunity between the sexes is probably even more pervasive than between the generations. Recurrent education can help make up vocational and general educational deficiencies of women — on their return to the labour force from child-rearing, or even during child-rearing — which currently narrows the range of job opportunities they typically have. Recurrent education is more suited to the career and life cycles of women than is the current pattern of education at the beginning of the career cycle. Recurrent education would help to lengthen the duration of female careers by enabling women to undertake more challenging and meaningful work.

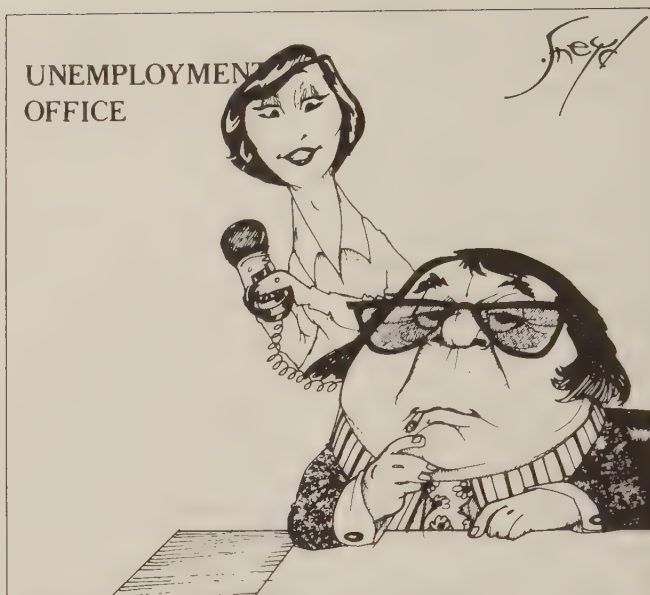
As is so often the case in the field of education and training there is a considerable gap between the concept and the reality. As manpower training and recurrent education have been applied in many countries they have not been an exception to this generalization

and could even be charged with reinforcing the inequalities to which the basic education system contributes. There have been strong tendencies for a "second creaming" to develop. For example, in France, in 1973, less than 10 per cent of unskilled and semiskilled workers benefitted from paid educational leave compared with 30 per cent of skilled and managerial employees; 3 per cent of those employed in enterprises with less than 50 workers, compared with 17 per cent in those with more than 50; 10 per cent of the female work-force compared with 16 per cent of males.

Similarly, manpower training programs, although usually directed to the unemployed, often cater to those with above average educational levels and those in the younger age groups. Thus, if wider educational opportunities for adults are really to make a serious impact on the stubborn economic and social framework that makes for inequality of opportunity, they must be accompanied by intensive measures of positive discrimination in providing educational opportunity to disadvantaged people in the labour market. This means, in turn, serious efforts to deal with the problems of motivation and methods of instruction, to realistically come to grips with the problems that the less competitive face in the labour market and the surrounding social milieu. Willard Wirtz underlines this basic problem when he points out: "...even generally available opportunities will remain unexploited if there is not sufficient motivation on the side of the potential participants, and motivation is very commonly closely linked with occupational relevance.

The role of manpower training as a labour market stabilizer in training the unemployed during a downturn

Toronto Star Syndicate



"The local university's class of '76 says it would be most convenient for everyone if they could hold their class reunion here."

and in providing a platform of skills to facilitate a less inflationary expansion of employment in the upturn has been spelled out in detail as an element of the Organization for Economic Co-operation and Development's active manpower policy doctrine of 1964. The same reasoning can, of course, apply on a larger scale to

Recurrent education involves changing the educational system so that it no longer provides education in one stretch in youth

the employed labour force through recurrent education, taking advantage of lower opportunity costs during periods of economic slack, thus helping to ensure that variations in manpower utilization do not show up in unproductive idleness (unemployment) but in

creative activities that increase productivity and add to human satisfaction and well-being.

Again the implementation of manpower training programs falls far short of this counter-cyclical idea in many countries because of institutional rigidities that characterize both the education system and the responses of employers. It is difficult to align bureaucratic structures to the variations of the business cycle and, in particular, to scale down educational activities when substantial commitments have been made to teachers and in education budgets. Similarly, there are difficult problems involving the techniques of forecasting occupational requirements for programs oriented to future labour market requirements. Sweden, however, has demonstrated that such counter-cyclical flexibility is possible, although the experience of Canada, which also has manpower training on a very

large scale, indicates that there are difficult problems to overcome in adjusting the scale of training to the business cycle.

A significant aspect of the labour market role of manpower training and recurrent education is its capacity to respond to the need for flexibility and adaptability over the time span of a worker's career. For the individual, employment security, as distinct from job security, in the face of economic and technological change, is heavily dependent on his capacity to adapt to new job requirements. When job requirements in an advancing technological society are characterized by higher average levels of skill and knowledge, there is a long-term requirement that individuals be equipped through education and training with new skills and knowledge. Moreover, a preventive approach to the meeting of such requirements is superior because it leads to less structural unemployment than a passive approach that allows the worker to become unemployed and then trains him for new employment opportunities. If a periodic pattern of recurrent education could be aligned to changing technological needs for those who are employed, it could contribute to a reduction of that part of unemployment that results from a mismatching of worker characteristics and changing employment requirements.

Recurrent education also has significant implications for the debate on industrial democracy. Industrial democracy is a chameleon-like concept, ranging from mere disclosure to the work force of decisions already taken elsewhere, to the full sharing of power in the overall running of an enterprise. However, if it is to attain the status of a significant development, the participants, as well as having access to relevant informa-

tion, must also possess appropriate skills in handling that information and in relating it to their particular position. Recurrent education, in the context of increased worker participation both through the North American mode of enterprise level collective bargaining and European style worker participation, can in the future be an important instrument

Hopes for greater equality of opportunity have not been realized, in spite of an increase in educational opportunities

for increasing the impact of workers' participation in decision-making in an increasingly sophisticated industrial world. This potential of recurrent education is recognized, for example, by the Italian trade unions, who in their negotiations with employers' organizations for educational leave of absence have stated as one objective: "The improvement of workers' ability to understand and supervise production processes and their end purpose." Tom Schuller and Jarl Bengtsson — in *A Strategy for Equity: Recurrent Education and Industrial Democracy* — have underlined the potentially ideological function of recurrent education in the following terms: "The ideological function of the distinction conventionally drawn between vocational and non-vocational education needs to be pointed out. It not only reflects but reinforces the division which obtains for most working people between their job and the rest of their life, by limiting the 'vocational' element to the content of the job rather than allowing it to refer to the social and economic context in which the job, and the enterprise exist."

Recurrent education can poten-

tially have profound longrun effects on both the quality and direction of industrial relations if it serves to narrow the skill and sophistication gap between those in enterprises whom we traditionally call 'labour' and 'management'. The narrowing of this gap can work in the direction of intensifying debate on the structure of the economy and the social system, and so sharpen the conflict between the traditional antagonists, or it can serve as a harmonious force by increasing the understanding of both sides concerning the constraints which affect social and economic progress. Education, whether for adults or youth is not neutral. Its impact will depend on the ideological orientations of those who teach and develop curricula.

In spite of secularly higher rates of unemployment in recent years in many countries, governments have reaffirmed their commitment to full employment as a main goal of policy. However, the key issue is: what mix of policies will be required to produce full employment equilibrium in the longer-term?

Traditionally the emphasis of policy has been on the achievement of full employment, through job creation for all those able and willing to work, via economic expansion, rather than on the conscious policy manipulation of labour supply. However, if it is desirable for the emphasis of full employment policy to shift to a more balanced approach, which includes not only a continuing emphasis on job creation but also a supplementary emphasis on the adjustment of labour supply, then recurrent education could well become a significant component, of such a policy along with other dimensions of the flexibility of working life.

Full employment policy can integrate new elements that take into account the growing social demand for recurrent education, educational leave of absence, flexible retirement, part-time work, and flexible working hours. Some may view the discussion of such options as a retreat from the growth objective and full employment as traditionally conceived. It can also be seen in a positive sense as a better way of consuming a part of the growth of productive potential and also of adjusting, in part, to cyclical variations in employment. The alternative may be to continue to allow cyclical fluctuations and structural adjustments to result in unemployment with its inequitable social distribution and the continuing acceleration of income support expenditures.

Recurrent education can be considered as both a consumer and investment expenditure, depending on the extent of its vocational or general educational content. Its future may be more in the direction of responding to the social demand for education and as an element of the shift of consumer

demand away from the consumption of real goods. For example, family expenditure patterns have been shifting away from the purchase of consumer goods toward items such as personal

The relevant question is what are the costs of not implementing policies of wider access to education during an individual's career cycle

services, travel, education, and hospital and medical services, as well as into family savings in the form of pensions, life insurance and the like. This shift in the pattern of real income growth can create problems in terms of real economic growth in the context of the "deflationary gap", which again reinforces an analysis suggesting some continuing adjustments on the supply side of the labour market as a response to changing consumption patterns. Canadian economist, R.A. Jenness makes the judgement, which I agree with, that reductions in working time will assume other

forms than the traditional reduction in the length of the working week combined with longer vacations.

These developments can be linked to the concept of an expanding choice of options for the individual worker throughout his lifetime. Recurrent education becomes one component of a structure of options embracing flexible retirement, sabbatical and long-service leave which are financed through social insurance and pension arrangements, and thus break through the rigid pattern of education-work-retirement by providing the individual with drawing rights that he may use, within certain limits, at his discretion throughout his lifetime.

The potential future impact of wider education opportunities for adults in the context of an increasing flexibility of working life can be effectively summed up in the words of Willard Wirtz: "The net of it is that work takes less than half as much of life's working hours as it did a century ago and gives us much more than twice the opportunity for other uses." 

Back issues of *The Labour Gazette*

A recent inventory shows that we have on hand — free for the asking — a limited number of copies of the following issues of *The Labour Gazette*:

1975: November, December.

1976: March, April, May, June, July, September, October,

November, December.

1977: January, March, April, May.

Anyone wishing to receive any of the above may obtain them by writing to: Editor, *The Labour Gazette*, Canada Department of Labour, Ottawa K1A 0J2.

CORRECTION

LG July p. 312, outline third column at bottom of page should read: Close to 45 per cent of women in Canada work and they make up 37 per cent of the labour force.

53rd session of the International Labour Conference

ILO sets new guidelines

One of the highlights of the June 1977 annual conference of the International Labour Organization was a plea by ILO Director-General Francis Blanchard that the United States continue to support the independent, tripartite United Nations agency. The U.S. has given the statutory two years' notice of termination of membership, which is due to expire November 5, over what it considers the increased "politicization" of the ILO. Blanchard made his appeal in an address to the 1,400 government, employer and worker delegates the day after they had failed, by lack of quorum, to adopt a report by the Organization's committee on the application of conventions and recommendations. The committee investigates reports by member countries of ILO standards and procedures, and its report would have listed cases where they had not been observed.

The delegates did, however, agree on recommendations and new conventions that will encourage the 135 ILO member countries to carry out policies to put nurses' employment conditions on an equal footing with those of other workers, and that will also promote national measures against occupational hazards caused by pollution, noise and vibration. They also held the first round of discussions on proposed standards on freedom of association and political and civil rights for public servants. Following normal ILO procedure the draft resolution is to come to the next convention for a second

round of discussion before it can be adopted.

The conference approved a \$169 million budget for the next two years, but it is dependent upon the continuing membership of the U.S., which provides one-quarter of the ILO's funds. And Blanchard appealed to all member countries "to continue to uphold the traditions, the principles and the procedures of the ILO, and to work together tirelessly to strengthen its universality and to help it maintain and increase its possibilities for the future."

In presenting the budget proposals, Blanchard said he had not been able "to leave out the possibility of a U.S. withdrawal." If this happened, he said, the ILO would take "rapid and urgent" action to reduce expenditures, with the particular cost-cutting areas to be determined at the governing body's session in November.

When the U.S. gave notice of termination, its delegates said it was because it considered the agency had become excessively involved in political issues and that it applied double standards in its concerns for human rights. Withdrawal appeared even more likely after this year's conference turned back a proposed procedural change that would rule out consideration of resolutions that the U.S. considered politically motivated and unrelated to the ILO's basic mission of safeguarding workers' rights. The U.S.

proposal would also have prohibited condemnation of member states without full advance hearing and validation of the charges by an impartial commission of inquiry.

The delegates discussed ways of making technical co-operation more effective in helping the world's poorest countries, after they heard a report that one billion people are still living on per capita incomes of about \$3 a week. Blanchard described technical co-operation as no longer a one-way street from the rich countries to the poor. He said technical dialogue is needed among all parts of the world in pursuit of common development policies. For the ILO, he said, this means its staff people around the world must intensify their collaboration with regional and national bodies concerned with economic and social affairs. Their emphasis would be on battling mass poverty, improving working conditions and strengthening co-operation among governments, employers and workers. A separate resolution called on the ILO to reinforce this three-way co-operation in member countries, both in carrying out technical co-operation and in supervising the observance of ILO conventions and recommendations.

The draft convention on public employees would extend not only their rights to bargain collectively but would also grant them "essential" civil and political rights and protect them against acts of anti-union discrimination. But the

convention would leave to "national laws and regulations" decisions on the extent to which those rights would be granted to members of the armed forces, the police and employees whose status and function are normally considered as policy-making or managerial or whose duties are of a highly confidential nature.

The draft convention would leave open several options for the settlement of disputes, through this provision: "The settlement of disputes arising in connection with the determination of terms and conditions of employment shall be sought, as may be appropriate to national conditions, through negotiations between the parties or through independent and impartial machinery, such as mediation, conciliation and volun-

tary arbitration, established in such a manner as to ensure the confidence of the parties involved."

Carmelo Noriel, director of the Philippines bureau of labour relations and chairman of the conference committee on the public service, said preparing the draft convention was a difficult task considering "the basic differences in the systems, practices and conditions obtaining in the different countries and the traditional neglect of public employees as distinct from private employees." The committee sought an instrument "flexible enough to accommodate the divergence in the realities obtaining in the different countries but clear enough to state and carry out its objectives and principles."

As reported in the August issue of *The Labour Gazette*, Joe Morris, president of the Canadian Labour Congress, was elected chairman of the ILO's governing body, the first chairman in the organization's 58-year history to be chosen from outside the ranks of government representatives. Speakers supporting his election said it underlined the ILO's attachment to tripartite collaboration.

Roberto Ago, professor of international law at the University of Rome and the Italian government representative, was chosen government vice-chairman and Gullmar Bergenström, chairman of the international council of the Danish, Finnish, Norwegian and Swedish Employers' Confederation, was re-elected employer vice-chairman.

International Labour Office



63rd session of the International Labour Conference

comment

The Great Pension Debate — another view

In the article, "The Great Pension Debate" in your June issue, Ed Finn makes an honest attempt to state the case fairly for and against the "indexing" of all Canadian pension plans to offset the effects of inflation. But neither he nor any of the authorities or specialists he quotes, as far as I can see, even touch on what seems to me the main obstacle to indexing.

The debate centres round the moral justification for indexing; and, still more, on the question of whether the country can or cannot afford it. The argument for the justice of indexing seems unanswerable. In spite of contrary opinions, there may be a strong case for the view that the country can afford it, in the sense that "the money is there." But the real nub that is not so much as mentioned is: Granted that the money is there, how is it to be raised?

It seems to a layman like me that the cost of indexing all private pension plans would be very large. What is perhaps even more serious is that, since the future course of inflation cannot be predicted with any certainty, it would be impossible to estimate the cost. For these reasons indexing would seem to be beyond the means of private employers, and it would be unreasonable to expect them to do it. Consequently most people would probably agree that if it is to be done at all it would have to be done by the federal government.

The vital question therefore is:

How would the government raise the money? To some this would probably seem to present no difficulty. But is the matter really so simple?

From time immemorial governments have had more or less difficulty in raising the money they needed, or thought they needed, by taxation; and they have exhausted their ingenuity in devising means for doing so.

The simple reason for this is that people do not like having their money taken away from them, and they resist or evade attempts to do so as much as they can. Furthermore, especially under a representative system of government in which those who govern are dependent on the votes of those who are governed, taxation has its limits.

In Canada, the federal government is now running a large deficit which seems to indicate that the practical limit of taxation has already been reached. How then is it proposed to make a further serious increase in taxation?

In the present political climate it is unlikely that any government would dare openly to make much increase in taxation, direct or indirect. If the government were forced by political pressure to raise the large amount of extra revenue that would be needed to pay the cost of indexing, it would be pretty sure to do it by resorting to more inflation, that is more expansion of the money supply. But inflation is itself a form of taxation; and it is of all forms one of the most vicious.

There is already so much feeling against inflation that few would dare openly to advocate more of it. But that does not prevent many from urging measures that lead to it.

If in spite of all that can be said against inflation the government of the day used that method in raising the money to pay the cost of indexing, or even most of the cost, it would mean that this plan for making inflation painless for people on pension would itself add to inflationary pressure. Furthermore, by shielding a large group of people from the effect of inflation it would substantially reduce resistance to it.

Even if a government had the courage to raise part of the money required for indexing of pensions by openly increasing taxation, it might lead to demands for larger wage increases; and this would increase inflationary pressure.

The result would therefore be that indexing of pensions would indirectly cause this country to take a big step along the slippery path to runaway inflation.

— Cyril M. Winter
Ottawa

An answer to pension problems

I enjoyed Ed Finn's article, "The Great Pension Debate" (*The Labour Gazette*, June, 1977). While a pension actuary in the United States for some fifteen years, I often engaged in similar discussions.

The idea of the use of a standard unit of purchasing power in contracts for deferred payments has been around for a long time. Seidenberg's paper for the United States Senate Special Committee

on Aging (87th Congress, 1st Session), "The Constant Purchasing Power Bond for Retirement Purposes," credits Alfred Marshall with the idea in 1886.

I have long believed there exists a limited market for a constant purchasing power bond yielding 2 per cent of its appreciating dollar value, and a wide market for one yielding 3 per cent of its appreciating dollar value.

If the suggested market does in fact exist, then an answer to pension problems might lie in the following:

- (a) issue by government of constant purchasing power bonds at a yield significantly less than a marketable yield — say a yield of 1½ per cent of appreciating dollar values, and
- (b) legislation to require full purchasing power indexing of anything represented as a pension for an employee with
- (c) legislation to require financial responsibility of pension fund trustees, possibly specifying certain pension "funding" criteria.

I see two advantages in this suggested scheme — first, a company's pension costs can become actuarially predictable if the entire pension fund is invested in the special bonds and second, the existence of such a national debt would provide a powerful incentive toward greater price stability. At the same time, the amount of pension remains fully negotiable rather than being imposed by government, and trustees remain free to select their preferred investment portfolios.

— F. Leighton Exel
Vancouver

Books

Pink-Collar Workers: Inside the World of Women's Work

by Louise Kapp Howe, Longman Canada Limited, Don Mills, Ontario. 1977. 301 pp.

"If you are a woman...working in an occupation traditionally filled by non-college women, a pink-collar occupation, the odds are overwhelming that what you do is vastly undervalued, both by the outer society, and more to the usual point, by those who set your rate of pay."

Since the great majority of women fall into this group, says the author, it follows that the great majority are still undervalued — in spite of all the propaganda about equal opportunities and affirmative action, in spite of all the glossy magazine articles about "the new woman."

In *Pink-Collar Workers*, Louise Kapp Howe sets out to show us that the most fundamental issues concerning the female labour force have barely been recognized, let alone dealt with. There is the fundamental issue of women's economic position, which has been steadily declining in comparison to men's, even though there are more women in the work force than ever. There are many other issues, such as fringe benefits, opportunities for advancement, working conditions, reduced opportunities for older women, the dubious treatment many women receive from their superiors, et cetera. The catalogue seems endless.

Howe vividly illustrates these issues in a series of portraits of

women in five typically female occupations: beautician, sales clerk, waitress, office worker and homemaker. She talks about what they do, how they feel about it, how they would change things if they could.

The pictures aren't very pretty. The workload of many of these women is backbreaking, both at work and at home. The few men in their female job ghettos still get the best jobs. The women get little credit for their efforts, and even less respect. How can you take it, the author asks. You get used to it is the frequent answer.

Louise Kapp Howe doesn't think women should have to get used to it. That's why she has written this book: to show us that things haven't changed much, and that they are far worse for the majority of women than many of us realize.

I'm sure many people will heave a sigh of relief when they hear Howe admit, in her conclusion, that she has learned there is little room for feminist rhetoric:

"I think of the department store. Try to imagine walking over to my co-worker Peggy standing near the \$16.66 raincoats: 'Peggy, it is time to give all women a chance at self-fulfillment and a choice of ways to define it.' 'Sure, honey, get us some chairs.' I see Ingrid climbing up the stairs in Tony's restaurant five plates on one arm, three on the other: 'Ingrid, it is time to give all women a chance...' 'Great. Tell the bastard to build us a real locker room'."

In her lengthy conclusion, Howe explores the social conditions that

count for women's unfavorable position, and proposes some tentative solutions. Her study of the world of women's work is well-researched and supported by extensive statistics.

The strength of the book, however, lies in the chapters where the women themselves speak. Here are the real, human experiences which breathe life into the facts and figures quoted elsewhere. After reading these chapters, many people will think twice before they snap at a waitress or sales clerk again.

Howe's writing strengths are also best demonstrated in the case-study chapters. These are clear and to the point, in contrast to the opening and closing chapters which are rambling and often confusing. The author is sometimes inclined to be coy ("We've still got What, Where, When and Why waiting in the wings..."), a particularly unfortunate trait in a woman writing a serious book about women.

In sum, however, *Pink-Collar Workers* is an important contribution to the field of women's

studies, because it draws attention to the lot of ordinary working women — including women who work in the home. It doesn't offer simplistic solutions, and it doesn't suggest that the solution is the same for every woman.

Since November 15, we've known the answer to "What does Québec want?" This book should bring many of us closer to understanding what it is that women want.

— Mary O'Rourke

Mary O'Rourke is an information officer with the Department of Consumer and Corporate Affairs in Ottawa.

Occupational Safety and Health Data Sheets

The Canada Safety Council is publishing 27 data sheets providing concise information on hazardous products. Titles available so far are acetone, asbestos, carbon monoxide, chain saws, explosive actuated fastening tools, lead, welding.

ponding figure was 190 days. In the public sector, the difference was not quite as marked — 142 days for sole arbitrators compared with 156 days for boards. A statistical analysis of awards made in the period September 1976 to January 1977 showed that 44 per cent of the awards related to discharge, suspension, and other disciplinary measures.

Industrial relations — general

The Current Industrial Relations Scene in Canada, 1977, by W.D. Wood and P. Kumar. Industrial Relations Centre, Queen's University.

This annual publication is designed to serve as a reference guide to information and developments in industrial relations in Canada. The volume is organized into seven sections: the economy; manpower and labour markets; labour legislation and public policy; trade unionism; collective bargaining; wages, productivity and labour costs; and a reference section. Each section contains a summary outline of major developments and trends in the past year and the outlook for 1977, followed by technical notes on data sources and methods and reference material in tabular and graphic form.

Trade unions

"Turnover among Presidents of Canadian National Unions," by Gary N. Chaison and Joseph B. Rose. *Industrial Relations*, May 1977.

Turnover among the presidents of Canadian national unions in the postwar period has been remarkably similar to that among U.S. unions. The average annual turnover rate in the United States from 1955 to 1971 was 21 per cent; the corresponding figure for Canada was 22 per cent. Seventy-five per

Research Notes

Arbitration

Statistiques concernant l'arbitrage au Québec, by Pierre P. Lachapelle and Claude Samson. Travail Québec, May 1977.

A statistical analysis of some 1,500 Quebec arbitration awards made in the 12 months ending August 1976 reveals that over 80 per cent of the private sector awards were made by a sole arbitrator, compared with just over 40 per cent of the private

sector awards. This difference stems from the fact that many public sector agreements require that grievances be brought before a tripartite board.

In both sectors, sole arbitrators made their decisions more quickly than did arbitration boards. In the private sector, the average length of time from the date of appointment of a sole arbitrator to the date of his decision was 120 days. For arbitration boards, the corres-

cent of the unions in the United States changed president at least once in the period from 1961 to 1970. In the ten-year period beginning in 1963, 78 per cent of the Canadian unions changed president at least once. In both countries, election defeat seldom appeared to be the reason for turnover, a large proportion resulting from retirement or resignation.

"Presidential Tenure in Canadian National Unions," by Joseph B. Rose and Gary N. Chaison. *Labor Law Journal*, June 1977.

This study examines the relationship between union age and presidential turnover among Canadian national unions. The data were collected from *Labour Organizations in Canada*, an annual directory published by the Canada Department of Labour.

The analysis shows that union age and tenure are positively related in two ways. In the first instance, the presidents of older unions serve, on average, longer terms in office than their counterparts in younger and middle-aged unions. Secondly, the number of years elapsed since presidential turnover last occurred was substantially greater among older unions. Tenure of presidents holding office in 1972 was two or three times longer for unions over 20 years of age than for all other unions. The findings lend support to the view that presidential turnover is related to the stages of union leadership development. In general, the formative years for unions appear to be marked by relatively unstable leadership patterns. As unions mature, there is a noticeable decline in turnover rates and a commensurate increase in the tenure of union presidents.

Wage differentials

L'analyse des disparités de revenus suivant l'origine ethnique

et la langue sur le marché montréalais en 1961, by Jac-André Boulet and André Raynauld. Economic Council of Canada, Discussion Paper No. 83.

A 1961 survey of 100,000 male workers from various ethnic groups in Montreal revealed that earnings potential in this city is to some extent determined by a person's ethnic background and mother tongue. The survey showed that workers of French origin earned less than the average for all workers in the same group. Employees of English-Scottish and Jewish extraction were the highest paid of all ethnic groups, with earnings approximately 38 per cent above those of their French counterparts.

An analysis of 1971 data indicates that there has been some convergence between the earnings of French and English-speaking workers. However, a major obstacle hampering a more rapid reduction of these earnings differences is the existence of two distinct information networks in Montreal — one English, the other French. Higher paying jobs tend to be offered by English employers to English rather than French workers because it is less costly for them to contact these people and to assess their qualifications and abilities.

●
"Pay Differentials and the Dispersion of Earnings," *Department of Employment Gazette* (London) June 1977.

In Britain, there has been a general tendency since 1968 for earnings differentials between various groups to be reduced in percentage terms. The compression has been over a broad front — within and between occupational groups; between men and women; between juveniles and adults within industries. In explaining

these trends, the importance of longer term factors has to be stressed. These include increased education, skill upgrading, technological shifts in production, changes in collective bargaining, and growth of non-manual employment. Short-term factors, such as the influence of incomes policy, seem to be less significant, though those with the highest earnings have suffered compressions and equal pay has contributed to the reduction in the male-female differential.

White-collar workers

"The Growth and Unionization of White-Collar Workers in Australia: some recent trends," by Russell Lansbury. *The Journal of Industrial Relations*, March 1977.

White-collar workers have become an increasingly important element in the labour force during the past few years. The rapid expansion of the white-collar sector has been accompanied by a trend toward greater unionization. A study of membership growth among eight major white-collar unions in Australia from 1970 to 1974 revealed that women were a major contributor to this development. There have also been significant changes in the activities of white-collar unions including the use of direct industrial action and concern for issues beyond wages and working conditions. Nevertheless, there are considerable variations between different white-collar unions in this regard. This is partly due to the heterogeneity of the white-collar sector, which varies from highly paid professionals to lower paid clerical workers. The former have been the most militant and successful in pursuing their collective aims.

The foregoing was prepared by Laurence Kelly, an independent industrial relations researcher and writer in Kingston, Ontario

Additions to the Library

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario K1A 0J2, indicating the author, title and publisher.

Collective agreements

Ontario. Ministry of Labour. Research Branch. Paid absence provisions in Ontario collective bargaining agreements, June 1976: company pay for union business; jury duty and bereavement leave; rest period and wash-up time. Toronto, 1977. 9p. (Its Bargaining Information series no. 21)

Employees' representation and management

Dynamique de l'auto-réforme de l'entreprise. Coordonnateurs, François Dalle et Nicolas Thiéry. Paris, Masson, 1976. 156p.

Income

Gillespie, W. Irwin. *The impact of federal regional economic expansion policies on the distribution of income in Canada,* by W. Irwin Gillespie and Richard Kerr. Ottawa, Economic Council of Canada, 1977. 227p. (Economic Council of Canada. Discussion Paper no. 85)

A study of the composition and impact of DREE expenditures on the distribution of income across regions and among income classes in Canada. The authors

suggest that in all regions the poor would be better off with increases in federal transfer payments to persons (perhaps in the form of a guaranteed annual income) rather than the present DREE program.

Industrial relations

Joint Labour-Management Study Conference, Dalhousie University, Halifax, 12th, 1976. The twelfth Nova Scotia Labour-Management Study Conference; proceedings, February 5-6, 1976, held under auspices of the Nova Scotia Joint Labour-Management Study Committee. Halifax, Institute of Public Affairs, Dalhousie University, 1976. 64p.

Job enrichment

Boeri, Daniel. *Le nouveau travail manuel; enrichissement des tâches et groupes autonomes.* Préface de Marc R. Ribet. Paris, les Éditions d'Organisation, 1977. 222p.

Klein, Lise. *New forms of work organization.* Cambridge, Cambridge University Press, 1976. 106p.

A discussion, in a European context, of current thought on individual job motivation and its development; the history of conventional job design and the assumptions underlying it; the ways in which people have responded to this; new ideas about work organization; the experiments in new forms of work organization now taking place; and some of the new problems resulting from such

experiments. The book also makes some suggestions about how new forms of work organization may be supported by government.

Labour economics

Marshall, F. Ray. *Labor economics: wages, employment, and trade unionism,* by F. Ray Marshall, Allan M. Cartter and Allan G. King, 3d ed., Homewood, Ill., R.D. Irwin, 1976. 633p.

Labour laws and legislation

Ontario. Labour Relations Board. *A guide to the Ontario Labour Relations Act,* Toronto, Ontario Ministry of Labour, 1977. 59p.

Labour policy

Industrial Relations Research Association. *Federal policies and worker status since the thirties,* by Eileen Ahern and others. Edited by Joseph P. Goldberg and others. Madison, Wis., 1976. 269p.

A collection of articles providing a historical analysis of federal social and labour policies in the U.S. as they affect and continue to affect workers. Subjects of discussion include collective bargaining, social security, unemployment insurance, labour standards, manpower policies, industrial health and safety and wage-price policy.

Pensions

Canada. Treasury Board. *Basic*

facts about pensions in the public service of Canada. Ottawa, 1976. 28p.

Status of women

The proper sphere; woman's place in Canadian society, edited by Ramsay Cook and Wendy Mitchinson, Toronto, Oxford University Press, 1976. 334p.

A collection of documents from the late nineteenth and early twentieth centuries produced by the debate about women's place in Canadian society. A useful work for a field of study in which there are at present relatively few identified sources.

Quality of working life

Glaser, Edward Maynard. *Productivity gains through work-life improvements.* New York, Harcourt Brace Jovanovich, 1976. 342p.

A report of a research project to explore what should be the elements of a quality of working

life program, how and why attitudes to work are changing, what needs and motivations of workers affect job satisfaction, and how productivity may be improved through redesign of work systems. Case histories of QWL programs are included, along with guidelines for designing, introducing and conducting such programs.

Working Group on Indicators of the Quality of Employment. Measuring work quality for social reporting, edited by Albert D. Biderman and Thomas F. Drury. New York, Wiley, 1976. 297p.

A collection of papers discussing a variety of value dimensions of the world of work previously neglected in the literature, and attempting to integrate the diverse conceptual orientations presented into coherent systems of indicators to be used in measuring the effects of work on the quality of life. The writers come from a variety of disciplines, including organizational psychology, sociology, economics, urban studies, journalism, and management.

selected dairy, bakery and fats and oils products, as well as increased charges for restaurant meals, also contributed to this advance. Lower prices for many fresh vegetables and for sugar, partially offset these increases. The index for food consumed at home rose 2.4 per cent in the latest month and 11.8 per cent between December 1976 and July 1977, compared with a decline of 0.4 per cent between December 1975 and July 1976.

Higher shelter charges for both owned and rented accommodation accounted for a large proportion of the 0.4 per cent rise in the index for all-items excluding food. Other contributing factors included seasonally higher train fares and hotel/motel accommodation rates and increased electricity and water rates in some cities. Clothing items, especially footwear, declined slightly. Between July 1976 and July 1977, the index for all-items excluding food advanced 8.0 per cent.

In terms of goods and services, the price level of goods, including food, increased 1.0 per cent in the latest month, while that for services rose 0.6 per cent. Between July 1976 and July 1977 the price level of services increased 9.2 per cent and that for goods advanced 7.8 per cent. Seasonally adjusted, the all-items CPI advanced 0.6 per cent between June and July. This included a 1.0 per cent rise in the food index and a 0.4 per cent increase in the index for all-items excluding food.

PRICES, EMPLOYMENT, AND EARNINGS

Consumer, July

The all-items CPI for Canada (1971 = 100) advanced 0.9 per cent to 161.8 per cent in July from 160.3 per cent in June, and was 8.4 per cent higher than in July a year ago. About two thirds of this latest increase was due to a rise of 2.1 per cent in the food index, the largest increase in this index since July 1975. Higher housing charges and the sales tax increase on

tobacco products in Ontario also contributed to the increase, but to a much lesser extent. In contrast with the food index rise of 2.1 per cent, the index for all items excluding food increased 0.4 per cent.

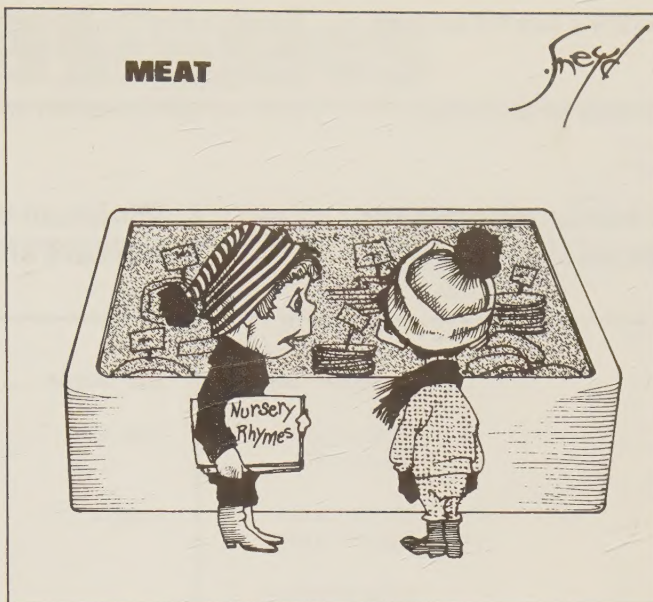
Higher prices for both beef and pork products were responsible for one half of the 2.1 per cent rise in the food index. An advance in prices for fresh fruit, coffee, tea,

City consumer, June

Consumer price indexes rose in all regional cities in June, with increases ranging from 0.4 per cent in Edmonton to 1.1 per cent in Quebec. Higher food prices, notably for pork products, coffee, fresh fruit and restaurant meals, as well as increased shelter charges were major contributors to these

increases. Other important factors included higher prices for dry cleaning services, parking and certain clothing items. Telephone rates were increased in the provinces of Quebec, Ontario and British Columbia. The percentage increases listed in all 14 regional cities in June were: 0.9 in St. John's; 0.7 in Halifax; 0.6 in Saint John; 1.1 in Quebec; 0.6 in Montreal; 0.8 in Ottawa; 0.8 in Toronto; 0.6 in Thunder Bay; 0.8 in Winnipeg; 0.8 in Saskatoon; 0.7 in Regina; 0.4 in Edmonton; 0.5 in Calgary; 0.6 in Vancouver. The percentage increases from June 1976 to June 1977 were: 7.7 in St. John's; 8.1 in Halifax; 7.5 in Saint John; 9.0 in Quebec; 8.0 in Montreal; 8.3 in Ottawa; 7.8 in Toronto; 7.5 in Thunder Bay; 7.7 in Winnipeg; 8.4 in Saskatoon; 9.7 in Regina; 8.8 in Edmonton; 8.5 in Calgary; 6.5 in Vancouver.

Toronto Star Syndicate



"At those prices, I'm not surprised that Mary only had a 'little' lamb."

Employment, July

The seasonally adjusted employment level in July was 9,743,000, an increase of 12,000 from June, Statistics Canada reported. The level for women 25 years of age and over increased by 8,000 and for women aged 15-24 by 11,000. The level decreased by 5,000 for men aged 15-24, but showed little change for men 25 years of age and over.

By province, the seasonally adjusted employment level increased in Ontario by 19,000; in New Brunswick by 5,000; and in Nova Scotia and Manitoba by 4,000. It decreased in Quebec by 11,000; in Alberta by 5,000; and in British Columbia by 4,000. It showed little change in the remaining provinces.

Unemployment, July

The seasonally adjusted unemployment rate for July (859,000)

increased by 0.1 per cent to 8.1 per cent. The rate for women aged 15-24 increased by 0.7 per cent to 14.3 per cent, while it decreased for women 25 years of age and over and by 0.3 per cent to 6.9 per cent. The rate for men aged 15-24 increased by 0.3 per cent to 14.7 per cent and for men aged 25 years and over it remained at 5.1 per cent.

By province, the seasonally adjusted unemployment rate increased by 0.6 per cent to 10.3 per cent in Quebec; by 0.4 per cent to 4.5 per cent in Alberta; by 0.2 per cent to 8.5 per cent in British Columbia; by 0.1 per cent to 12.9 per cent in New Brunswick; and by 0.1 per cent to 9.8 per cent in Prince Edward Island. The rate declined by 1.0 per cent to 10.1 per cent in Nova Scotia; by 0.4 per cent to 6.8 per cent in Ontario; by 0.4 per cent to 15.3 per cent in Newfoundland; by 0.3 per cent to 5.8 per cent in Manitoba; and by 0.3 per cent to 4.5 per cent in Saskatchewan.

Earnings, May

Average weekly earnings in Canadian industry were \$247.63 in May, an increase of 9.87 per cent from \$225.37 a year earlier. Provincially, average weekly earnings, unadjusted, were highest in British Columbia, \$279.97; Alberta, \$255.94; Ontario, \$247.44; Newfoundland, \$243.79; Quebec, \$243.15; Saskatchewan, \$233.63; Manitoba, \$224.44; New Brunswick, \$219.62; Nova Scotia, \$211.35; Prince Edward Island, \$189.60.

Average weekly earnings in May, by industry division, were: construction, \$364.61; mining, \$341.55; forestry, \$307.38; transportation, communication and other utilities, \$288.72; manufacturing, \$263.27; finance, insurance and real estate, \$226.86; trade, \$190.73; service, \$168.80.

Compared with May 1976, average hourly earnings increased 13.1 per cent in construction, 11.5 per cent

in manufacturing and 9.4 per cent in mining.

Weekly earnings in the United

States in May, by industry division, were: mining, \$296.48; construction, \$293.92; manufacturing, \$224.47; transportation and public

utilities, \$273.36; wholesale and retail trade, \$140.77; finance, insurance and real estate, \$168. services, \$155.51.

General minimum rates for experienced adult workers

Jurisdiction	Rates per hour
Federal	\$2.90 effective April 1, 1976
Alberta	\$3.00 effective March 1, 1977
British Columbia	\$3.00 effective June 1, 1976
Manitoba	\$2.95 effective September 1, 1976
New Brunswick	\$2.80 effective November 1, 1976
Newfoundland	\$2.50 effective January 1, 1976
Nova Scotia	\$2.75 effective January 1, 1977
Ontario	\$2.65 effective March 15, 1976
Prince Edward Island	\$2.70 effective July 1, 1977
Québec	\$3.15 effective July 1, 1977
Saskatchewan	\$3.00 effective January 1, 1977
Northwest Territories	\$3.00 effective June 7, 1976
Yukon Territory*	\$3.00 effective April 1, 1976

Minimum wage rates for young workers and students*

Jurisdiction	Rates per hour	Effective date
Federal	Employees under 17: \$2.65	April 1, 1976
Alberta	Employees under 18: \$2.85	March 1, 1977
	Students under 18 employed part-time: \$2.50	March 1, 1977
British Columbia	Employees 17 and under: \$2.60	June 1, 1976
Manitoba	Employees under 18: \$2.70	September 1, 1976
Nova Scotia	Underage employees: 14 to 18 years \$2.50	January 1, 1977
Ontario	Students under 18 employed for not more than 28 hours in a week or during a school holiday: \$2.15	March 15, 1976
Prince Edward Island	Employees under 18: \$2.35	July 1, 1977
Québec	Employees under 18: \$2.95	July 1, 1977
Northwest Territories	Employees under 17: \$2.55	June 7, 1976

*Federal rate plus 10 cents.

*New Brunswick, Newfoundland, Saskatchewan and Yukon Territory have special rates for young workers or students.

labour statistics

Principal Items	Date	Amount	Percentage change from	
			Previous Month	Previous Year
TOTAL CIVILIAN LABOUR FORCE*				
Week ended June 18, 1977		(unadjusted figures, in thousands)		
Employed.....	June 1977	10,858	+ 2.0	+ 2.8
Agriculture.....	" "	10,044	+ 2.2	+ 1.9
Non-agriculture.....	" "	503	+ 3.0	+ 3.6
Paid workers.....	" "	9,541	+ 2.2	- 1.9
At work 35 hours or more.....	" "	9,022	- 5.6	+ 1.4
At work less than 35 hours.....	" "	7,554	+ 2.4	+ 1.3
Employed but not at work.....	" "	1,940	- 1.0	+ 5.2
		549	+ 12.9	- 1.0
(change in thousands)				
Unemployed.....	June 1977	814	- 10	+ 112
Newfoundland.....	" "	30	—	+ 7
Nova Scotia.....	" "	33	- 2	+ 3
Prince Edward Island.....	" "	4	- 1	—
New Brunswick.....	" "	33	- 3	+ 4
Quebec.....	" "	274	—	+ 46
Ontario.....	" "	281	+ 4	+ 43
Manitoba.....	" "	23	- 1	+ 5
Saskatchewan.....	" "	15	- 3	—
Alberta.....	" "	29	- 7	+ 4
British Columbia.....	" "	93	- 4	—
Without work, seeking work and available for work.....	" "	738	- 12	+ 104
percentage change				
INDUSTRIAL EMPLOYMENT (1961 = 100)†	March 1977	140.4	+ 0.5	- 0.2
Manufacturing employment (1961 = 100)†	" "	124.3	+ 1.0	- 2.2
IMMIGRATION.....	Calendar year 1976	149,429	—	- 20
Destined to the labour force.....	" " "	61,461	—	- 24
STRIKES AND LOCKOUTS ‡				
Strikes and lockouts.....	May 1977	154	- 3.8	- 17.3
No. of workers involved.....	" "	32,857	- 16.1	- 86.6
Duration in man days.....	" "	359,740	+ 1.7	- 45.6
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)†	March 1977	244.50	+ 0.8	+ 10.3
Average hourly earnings (mfg.)†	" "	6.21	+ 0.6	+ 11.3
Average weekly hours paid (mfg.)†	" "	38.9	—	+ 0.3
Consumer price index (1971 = 100).....	June 1977	160.3	+ 0.7	+ 7.8
Index numbers of weekly wages in 1961 dollars (1961 = 100)†	March 1977	154.3	+ 0.2	+ 3.3
Total labour income (millions of dollars) ‡	May 1977	9,757.3	+ 2.7	+ 0.1
INDUSTRIAL PRODUCTION ‡				
Total (average 1971 = 100).....	May 1977	124.8	+ 1.0	+ 2.0
Manufacturing.....	" "	124.2	+ 0.6	+ 1.6
Durables.....	" "	125.7	+ 0.6	+ 0.6
Non-durables.....	" "	122.8	+ 0.9	+ 2.7
NEW RESIDENTIAL CONSTRUCTION **				
Starts.....	May 1977	20,562	—	- 10
Completions.....	" "	16,727	—	- 1
Under construction.....	" "	12,634	—	+ 32

*Source: Statistics Canada. *Labour Force Information*, Cat. No. 71-001P and *The Labour Force*, Cat. 71-001

†Advance data

‡Preliminary

*Centres of 10,000 population or more

†Revised.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The tables cover strikes and lockouts that amount to or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to a union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

TIME PERSPECTIVE ON WORK STOPPAGES, MAY 1977

Period	Number beginning during month	Work stoppages in existence during month or year			Per cent estimated work stoppages
		Number	Workers involved	Duration in man-days	
Year					
1971.....	547	569	239,631	2,866,590	0
1972.....	556	598	706,474	7,753,530	0
1973.....	677	724	348,470	5,776,080	0
1974.....	1,173	1,218	580,912	9,221,890	0
1975.....	1,103	1,171	506,443	10,908,810	0
1976(1).....	921	1,039	1,570,940	11,609,890	0
1976(1)					
January.....	47	165	55,326	818,960	0
February.....	60	171	152,403	563,750	0
March.....	96	179	168,085	448,590	0
April.....	88	181	278,552	709,760	0
May.....	107	186	245,199	660,510	0
June.....	135	260	171,334	1,224,180	0
July.....	84	219	83,388	1,270,240	0
August.....	78	206	116,648	1,186,600	0
September.....	59	185	136,482	1,943,860	0
October.....	78	181	927,888	2,035,720	0
November.....	52	138	54,886	498,700	0
December.....	37	110	45,090	249,020	0
1977					
January(2).....	47	113	29,132	227,670	0
February(2).....	45	111	19,272	193,140	0
March(2).....	69	133	23,441	226,220	0
April(2).....	76	160	39,133	353,400	0
May(3).....	60	154	32,857	359,740	0
January-May 1977(3).....		363		1,360,180	0
January-May 1976(1).....		516		3,201,570	0

(1) Final (2) Revised (3) Preliminary

WORK STOPPAGES BY INDUSTRY, MAY 1977(Preliminary)

Industry	Number beginning during month	Work stoppages in existence during month			Cumulative duration in man-days (Jan. to May)
		Number	Workers involved	Duration in man-days	
Agriculture.....	0	0	0	0	0
Forestry.....	2	4	786	7,790	36,630
Fishing.....	0	0	0	0	20,800
Mines.....	2	5	883	6,610	70,980
Manufacturing.....	30	78	15,913	211,600	771,950
Construction.....	3	6	2,281	33,530	73,980
Transp. & Utilities.....	7	14	7,760	34,110	66,490
Trade.....	2	13	798	11,910	52,050
Finance.....	0	1	6	40	4,240
Service.....	7	17	2,212	30,190	205,190
Public Admin.....	7	16	2,218	23,970	57,860
Various industries ..	0	0	0	0	0
TOTAL.....	60	154	32,857	359,750	1,360,180

WORK STOPPAGES BY JURISDICTION, MAY 1977 (Preliminary)

Jurisdiction	Number beginning during month	Work stoppages in existence during month			Cumulative duration in man-days (Jan. to May)
		Number	Workers involved	Duration in man-days	
Nfld.....	2	4	517	14,150	105,000
P.E.I.....	0	0	0	0	0
N.S.....	0	2	13	280	1,000
N.B.....	3	3	733	3,860	7,000
Québec.....	18	73	9,087	167,790	693,000
Ontario.....	26	45	11,240	110,500	351,000
Manitoba.....	0	1	145	3,050	17,000
Saskatchewan.....	1	2	290	1,400	12,000
Alberta.....	4	8	957	6,520	27,000
B.C.....	1	5	1,442	8,280	49,000
Yukon & N.W.T.....	0	0	0	0	0
Total, provinces.....	55	143	24,424	315,830	1,266,000
Federal Public Service(1).....	1	2	425	950	3,000
Federal Industries(2).....	4	9	8,008	42,960	90,000
Federal total.....	5	11	8,433	43,910	93,000
TOTAL.....	60	154	32,857	359,740	1,360,180

(1) Covered under the Public Service Staff Relations Act.

(2) Covered under the Canada Labour Code: Part V.

NOTE: Numbers relate only to workers directly involved in the disputes.